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The Commonwealth of Massachusetts

# GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN



## REPORT OF THE COMMISSIONERS

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REPORT OF  
THE GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN

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THE COMMONWEALTH OF MASSACHUSETTS  
GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN

ROOM 268 • STATE HOUSE • BOSTON 02133 • 617/727-3640

FRANCIS W. SARGENT  
GOVERNOR

June 14, 1972

CHAIRMAN  
ANN BLACKHAM

VICE CHAIRMAN  
DOROTHY PENDERGAST

To the Honorable Francis W. Sargent, Governor of the Commonwealth  
of Massachusetts

and

To the Legislature, Cabinet Secretaries, and the Citizens of  
Massachusetts

Since its first organizational meeting a year ago, this Commission has sincerely listened to the voices of the women of this Commonwealth and from them -- the activist groups, the more conservative women's organizations, service and professional clubs, and church groups -- we have learned much.

The combined reports herewith submitted constitute the dedicated efforts of six major Task Force Committees under which the Commission has operated in its first year of existence: Child Care, Education, Equal Rights, Health, Job Opportunities, and Political Status of Women.

The Chairman wishes to most enthusiastically commend the members of this Commission, as well as the consultant and supporting members, for their cooperation, enthusiasm and combined efforts which have made this report possible. Massachusetts is very fortunate indeed to have men and women of the calibre of these volunteers in its government.

The creation of this Commission, by Executive Order of the Governor in June, 1971 in a decade of enlightenment regarding the rights of all our citizens, has been both vital and important to the Commonwealth. It showed an awareness and a sincere concern, and furthermore a challenge for progressive action.

The Governor's Commission on the Status of Women is a member of the Interstate Association of Commissions on the Status of Women and as such has enjoyed the opportunity for exchange of ideas with

the more than fifty commissions actively initiating action at the national level. Your Chairman is currently serving as a Director of the Northeast Region on the National Board of this organization.

We sincerely submit the following reports to the Governor, the Legislature, the Cabinet Secretaries, and the citizens of Massachusetts for their thoughtful consideration and as a challenge for change. We further recommend for enactment the following act establishing a Massachusetts Commission on the Status of Women.

Respectfully submitted for the Commission  
on the Status of Women

A handwritten signature in black ink, reading "Ann R. Blackham". The signature is written in a cursive style with a large, looping initial "A" and a long horizontal flourish extending to the right.

Ann R. Blackham, Chairman



AN ACT ESTABLISHING A COMMISSION ON THE STATUS OF WOMEN

Be it enacted, etc., as follows:

Section 1. Section 17 of Chapter 6 of the General Laws is hereby amended by adding the words "Massachusetts Commission on the Status of Women" before the words "shall serve under the Governor."

Section 2. Chapter 6 of the General Laws is hereby amended by adding the following sections at the end of the chapter:

MASSACHUSETTS COMMISSION ON THE STATUS OF WOMEN

1. Composition; Appointment; Term of Office.

a. There shall be a Commission on the Status of Women in the Commonwealth consisting of no more than 40<sup>1</sup> members and no fewer than 25 members, all of whom shall be citizens of the Commonwealth. Members shall be appointed by the Governor, one-third to serve three years, one-third to serve two years and one-third to serve one year. The Governor shall designate one of the members as Chairman and one as Deputy Chairman. Any vacancies which may occur shall be filled by the Governor, and any member chosen to fill a vacancy occurring otherwise than by expiration of term shall be appointed for the unexpired term of the member whom he or she is to succeed. The Cabinet Secretaries and the Commissioners of Community Affairs, Labor & Industries, Public Health, Mental Health, Public Welfare, Commerce & Development, Education, the Director of the Division of Civil Services, and the Chairman of the Massachusetts Commission Against Discrimination, or their designees, shall serve as an ex officio member.

b. There shall be an Executive Committee, consisting of the Chairman and the Deputy Chairman and eight other members selected by the Commission, which shall promulgate rules and procedures for the Commission's activities.

2. Powers and Duties of the Commission.

The Commission shall convene at regular intervals and may hold hearings and meetings in various parts of the Commonwealth. It may form sub-committees from its own members and may call upon task forces from outside its own membership for research and recommendations related to the functions of the Commission and shall receive the cooperation of all state departments and agencies in carrying out its activities.

The Commission shall have the following functions and responsibilities:

a. To survey and evaluate all statutes of the Commonwealth and all governmental programs and practices, relating to the employment, health, education and welfare of women, to examine the adequacy thereof, and to make recommendations to the Governor for such changes as the Commission may deem necessary.

b. To investigate the need for new and expanded services that may be required for women as wives, mothers and workers, including education, counselling, training and retraining, home services and arrangements for the care of children of mothers who are or seek to be employed, and to make recommendations to the Governor with respect thereto.

3. Executive Director; Office; Compensation and Expenses.

There shall be an Executive Director of the Commission who shall be chosen by the Commission and who shall receive such salary as the Commission may fix, subject to the approval of the Governor. The Commission shall be provided with a suitable office in the State House or State Office Buildings and shall be allowed a sum of \$50,000 for the maintenance of said office, salaries and travel, and for other necessary expenses.

## NOTES

1. Originally the Commission consisted of 35 members.



Members, Governor's Commission on the Status of Women, 1971-1972

Ann Blackham, Winchester, Chairman  
Dorothy Pendergast, Chestnut Hill,  
Vice Chairman  
Eunice C. Beale, Boston  
Roberta Benjamin, Belmont  
Kay Bourne, Brookline  
Melnea Cass, Dorchester  
Nancy Concannon, Waban  
Frank H. Conway, Wellesley  
Gene Davidson, Cambridge  
Mary DiBattista, Milford  
Jean Dietz, Newton Centre  
Margaret Douglas-Hamilton, Boston  
Maria Dwight, Holyoke  
Blanche Fitzpatrick, Cambridge  
Sen. Mary Fonseca, Fall River  
Diane Gallagher, Scituate

Rep. Ann Gannett, Wayland  
John Grover, M.D., Weston  
Argelia Hermet, Springfield  
Rev. Patrick Hughes, Boston  
Claire M. James, Springfield  
Marian B. Katzenstein, Hingham  
Muriel B. Knight, Boston  
Augusta Kressler, M.D., Worcester  
Rep. David Liederman, Malden  
Sen. Ronald MacKenzie, Burlington  
Mary McCarthy, Brighton  
Clarisse Mercier, Leominster  
Carol Nadelson, M.D., Brookline  
Mordeca Jane Pollock, Waltham  
Franklin Risatti, Pittsfield  
Barbara Solomon, Cambridge  
Rosemarie VanCamp, Framingham

Members, Ex Officio and Designees

Secretary Robert L. Yasi  
Executive Office of Administration & Finance  
Louise Allen

Commissioner Miles Mahoney, Department of Community Affairs  
Jean Cimarosa

Commissioner Daniel P. McGillicuddy (Acting), Commerce & Development  
Dorothea Zarick and Marguerite McDonough

Dr. William Bicknell, Commissioner, Department of Public Health  
Margaret Blizzard

Commissioner Rocco Alberto, Department of Labor & Industries  
Genevieve Schiffmacher

Dr. Milton Greenblatt, Commissioner, Department of Mental Health  
Shirley Bayle

Commissioner Neil Sullivan, Department of Education  
Marjorie Reid

Mrs. Mabel Campbell, Director, Division of Civil Service  
Esther Gallagher

Mrs. Glendora Putnam, Chairman, Massachusetts Commission Against  
Discrimination  
Louise Eckert

Richard P. Gilliland, Director, Division of Employment Security  
Velia DiCesare

Grace Ferrill, Director, Women's Bureau, U.S. Dept. of Labor, Boston

Members, Governor's Commission on the Status of Women, 1972-1973

Ann Blackham, Winchester, Chairman  
Dorothy Pendergast, Chestnut Hill,  
Vice Chairman  
Ruth Bean, Wellesley  
Jennifer Bell, Cambridge  
Robertta Benjamin, Belmont  
Selma Botman, Waltham  
Kay Bourne, Brookline  
Barry Mintzer, Boston  
Edna Capuano, Everett  
Melnea Cass, Dorchester  
Nancy Concannon, Waban  
Frank Conway, Wellesley  
Gene Dahman, Boston  
Jean Dietz, Newton Centre  
Margaret Douglas-Hamilton, Boston  
Blanche Fitzpatrick, Cambridge  
Marjorie Schiller, Hingham  
Helen Spaulding, Manchester  
Susan Wright, Wellesley

Sen. Mary Fonseca, Fall River  
Diane Gallagher, Scituate  
Rep. Ann Gannett, Wayland  
Sunny Gould, Hingham  
Claire James, Springfield  
Jane Gaudette Jones, Natick  
Jeanne Kangas, Buxborough  
Marian Katzenstein, Hingham  
Margaret Lynch, Cohasset  
Dr. Carol Nadelson, Brookline  
Ruth Paven, Boston  
Mary Ann Kingry Pires, Boston  
Mordeca Jane Pollock, Waltham  
Pat Raynor, Roxbury  
Caroline Reuter, Cambridge  
Dom Ruggiero, Somerville  
Jessie Sargent, Boston  
Janet Schuyler, Worcester  
Rosemarie Van Camp, Framingham

Members, Ex Officio and Designees

Ms. Dot Levy for Sec. William Cowin, Administration and Finance

Ms. Jean King for Act. Dir. L. Crampton, Department of Community Affairs

Ms. Dorothea Zarick and Ms. Marguerite McDonough, Department of Labor and Industries

Ms. Marjorie Reid for Gregory Anrig, Commissioner's Office, Department of Education

Ms. Shirley Bayle for Commissioner Milton Greenblatt, Department of Mental Health

Ms. Edna Jones for Mabel Campbell, Division of Civil Service

Ms. Louise Eckert and Ms. Glendora Putnam, Massachusetts Commission Against Discrimination

Ms. Jane Davis for Richard Gilliland, Division of Employment Security

Ms. Susan Dwight for the Lieutenant Governor's Office

Ms. Grace Ferrill, Director, Women's Bureau, U.S. Department of Labor



Staff

Ms. Fran Henry, Director, Governor's Commission on the Status of Women, The State House, Boston, Ma. 02133

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COMMONWEALTH OF MASSACHUSETTS

By His Excellency

FRANCIS W. SARGENT

Governor

EXECUTIVE ORDER NO. 81

WHEREAS, it is in the interest of our Commonwealth to promote the economy, security and social well-being of our people through the most efficient and effective utilization of the skills of all persons; and

WHEREAS, the full realization of women's basic rights should be respected and fostered as part of our commitment to human dignity, freedom and democracy; and

WHEREAS, measures that contribute to the family security and strengthen home life will serve to advance the general welfare of all the people; and

WHEREAS, women should be assured the opportunity to develop their capabilities and fulfill their aspirations on the basis of their individual merit, free from limitations based on sex; and

WHEREAS, it is the responsibility of the Commonwealth acting through its appropriate agencies to assure equal treatment on the basis of sex in public and private employment and to develop services which will enable married women to continue their role as wives and mothers while making a maximum contribution to the world around them;

NOW, THEREFORE, I, Francis W. Sargent, Governor of the Commonwealth, by virtue of the authority vested in me as Supreme Executive Magistrate, do hereby order as follows:

1. There is hereby created a commission, to be known as the Governor's Commission on the Status of Women, to consist of thirty-five members appointed by the Governor for terms of one year, representing, among others, the following segments of the community: business, government, labor, education, the health professions and social welfare services.

The Governor shall name one of the appointed members as Chairman and one as Deputy Chairman. Any vacancies which may occur shall be filled by the Governor. In addition, the Commissioners

of Administration, Community Affairs, Labor and Industries, Public Health, Mental Health, Public Welfare, Commerce and Development, Education, the Director of the Division of Employment Security, the Director of the Division of Civil Service and the Chairman of the Massachusetts Commission Against Discrimination, or their respective designees, shall serve as ex officio members of the Commission.

2. There shall be an Executive Committee, consisting of the Chairman and Deputy Chairman of the Commission, and eight other members selected by the Commission, which shall promulgate rules and procedures for the Commission's activities.

3. The Commission shall meet at regular intervals and may hold hearings and seminars in various parts of the Commonwealth.

4. The Commission may form sub-committees from its own members and may call upon task forces from outside its own membership for research and recommendations related to the functions of the Commission.

5. The Commission shall receive the cooperation of all state departments and agencies in carrying out its activities.

6. The Commission shall have the following functions and responsibilities:

A. To survey and evaluate all statutes of the Commonwealth and all governmental programs and practices, relating to the employment, health, education and welfare of women, to examine the adequacy thereof, and to make recommendations to the Governor for such changes as the Commission may deem necessary.

B. To investigate the need for new and expanded services that may be required for women as wives, mothers and workers, including education, counselling, training and retraining, home services and arrangements for the care of children of mothers who are or seek to be employed, and to make recommendations to the Governor with respect thereto.

Given at the Executive Chamber in  
Boston this third day of June in the  
year of our Lord, one thousand nine  
hundred and seventy-one and of the  
Independence of the United States the  
one hundred and ninety-fifth.

---

FRANCIS W. SARGENT  
Governor  
Commonwealth of Massachusetts



Mrs. Glendora Putnam, Chairman, Massachusetts Commission Against  
Discrimination  
Louise Eckert

Richard P. Gilliland, Director, Division of Employment Security  
Velia DiCesare

Grace Ferrill, Director, Women's Bureau, U.S. Dept. of Labor, Boston

GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN

Child Care Task Force Report

GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN  
Child Care Task Force Report

"This country stands at the crossroads in establishing new child care services and in expanding and improving existing services. Whatever directions such services take, the family will remain the basic unit for the care of children. Our changing society requires that other methods of child care be provided to supplement the role of the child's basic unit while keeping the family an integral part of all child care services."<sup>1</sup>

The Child Care Task Force of the Governor's Commission on The Status of Women worked for one year in the state of Massachusetts discovering that many inequities do exist towards children, working mothers, and potential working mothers. Children are the most neglected, voiceless minority that exist. Once this fact is realized, local, state and federal agencies absolutely must unite to rectify this situation. The Child Care Task Force of the Governor's Commission on the Status of Women felt its mandate was not to create another study committee but rather to actively participate in existing programs and to generate new programs for children. On behalf of children, the Child Care Task Force collectively encouraged and supported legislative and administrative action which would benefit and enrich existing children's programs.

Throughout the workings of the Child Care Task Force, heavy emphasis was placed on programs dealing with day care. Historically, large family units settled in a small geographic area enabling children to be cared for by other members of the family if it were necessary for the mother to be employed or if she desired to engage in community activities. However, in today's mobile society these large family units have disintegrated and today's quality day care centers serve this function. A quality day care center is in fact an instrument of social progress, education and health care. According to the U.S. Census data, 1972, there are 567,024 children between 0-5 years of age in Massachusetts. Statistics show that over 53% of all these Massachusetts children are regularly cared for by someone other than the mother. Therefore, we felt it incumbent upon our Task Force to concentrate the majority of our efforts to insure the availability of quality day care for all.

During the 1971 session of the Legislature, the Child Care Task Force worked on legislation to insure the inclusion of a line item in the supplementary budget which would allow for donated



funds to be expended by the Commonwealth as the matching share for federal funds for day care. In addition, testimony was filled which urged the amendment of day care provisions to include eligible children under the Model Cities programs -- we were particularly concerned that day care services be guaranteed to potential and former welfare recipients and the working poor.

Under the auspices of Congresswoman Margaret Heckler, a hearing was held in Fall River in November to compile testimony on the need for a Comprehensive Child Development Bill. A member of the Child Care Task Force represented the Commission at the hearing at which innumerable witnesses testified to the need for day care centers. Those giving testimony were not only concerned mothers, but also representatives of the business, labor and civic community. Unfortunately, the Comprehensive Child Development Bill, passed by the 1971 Congress, was vetoed by the President. Through participation in the first national meeting of the Children's Lobby it has been learned that the President received less than 200 letters in support of this legislation and over 7000 in opposition. Similar legislation has been filed during this session of the Congress. A massive lobbying effort is planned by the Child Care Task Force working in conjunction with other groups.

Legislation which would provide for the maximum community use of school facilities was strongly supported during the past session of the General Court. The Child Care Task Force felt that in addition to school age children being able to use the facilities for recreational purposes during non-school hours, unused space could conceivably be utilized for day care centers. Initiation of such programs was not left in the hands of local school committees and therefore, opposition prevented its passage. In legislation filed during the current session of the Legislature, some control is given to the school committees and, therefore, passage is expected this year.

Another of the current inequities which the Child Care Task Force has worked to correct is to insure that the cost of day care services will be allowable income tax deduction. Not only has this legislation been supported on the federal level, but also received the unanimous support of the Executive Committee of the Governor's Commission on the Status of Women for comparable state legislation. Currently, this legislation is in the House Ways and Means Committee and continued efforts will be made to insure its enactment.<sup>2</sup>

The Child Care Task Force has worked not only legislatively but also administratively. When guidelines were set in January

of 1972 by the Department of Public Welfare for the use of donated funds, the successful intervention of the Governor was sought in order to insure the inclusion of the working poor in the eligibility requirements for day care services.

### RECOMMENDATIONS OF THE CHILD CARE TASK FORCE

1. Office for Children. Recently, the Child Care Task Force has concentrated its efforts on legislation which would establish an Office for Children. Children's services are now administered through several agencies with overlapping jurisdiction and often conflicting requirements. It is the recommendation of the Child Care Task Force that several guidelines be followed when an Office for Children is established:

One of the mandates of said office could be a continuation of the 10 hearings sponsored two years ago. From these hearings invaluable data was collected in the form of the report of the Massachusetts Early Education Project. It is felt that thus the people most concerned, i.e. parents, could put forth their needs and also longstanding complaints with existing children's services to the responsible coordinating authority. Prior to firm guidelines being established, local consumers ought to play a significant role in developing, implementing, and operating services for children. The Child Care Task Force of a renewable Governor's Commission on the Status of Women could serve as the sponsoring body in conjunction with the hearings planned by the full Commission stressing the necessity for qualified day care centers, we feel that the licensing procedures should be coordinated in an Office of Children.\*\*

\*\*NOTE: Legislation creating the Office of Children passed the 1972 legislative session and was signed into law. That office is currently in operation as part of the Executive Office of Human Services.

2. Funding Utilization. Realizing there is indeed a lack of funding for children's services, we feel that there is also an underutilization of existing resources. Hence all funding programs should be given a comprehensive review prior to new funding being requested. Inasmuch as past studies have shown that services are not available to meet the needs of children of the Commonwealth, we recommend that the new funds made available through the Social Services Study that will match state-funded



programs with Title IV A monies should be used to expand services, not to reduce old deficits.

3. Title IV A Donations. We urge the utilization of Title IV A mechanism through the Welfare Department to provide services by allowing local groups to donate funds. The Welfare Department should urge this type of participation and provide technical assistance to local groups in developing projects.

4. Increased Consumer Participation. Greater utilization should be made of the local and state 4Cs Committees (Community Co-ordinated Child Care Committees) in planning and implementing services for children. Composed of consumers and providers these committees have been in operation for several years and their expertise would prove an invaluable asset.

5. Availability of Day Care Service for All. Day care service should be available to any parent who wishes to use them -- free to those below certain incomes and a sliding scale thereafter; therefore, the guidelines of the Department of Public Welfare which allow for the inclusion of former and potential welfare recipients in service programs should be approved by the U.S. Department of Health, Education & Welfare.

None of the foregoing recommendations can be effectively or realistically implemented until the Commonwealth of Massachusetts makes a meaningful commitment to guarantee services for her children. Equal opportunity for children is a requisite step toward equal opportunity for women. We urge the Governor to be responsible to the recommendations of this Task Force.

#### Task Force on Child Care

Edna Capuano, Co-Chairman  
Diane Gallagher, Co-Chairman  
Maria Dwight  
Claire James  
Marjorie Schiller  
Jean Cimarosa, Consultant



PROGRESS REPORT  
CHILD CARE TASK FORCE  
1972-1973

One of the major goals of the Child Care Task Force of the Governor's Commission on the Status of Women was realized with the enactment of the legislation creating an Office of Children. Officially in business since January of 1973, the Office of Children is setting up organizationally throughout the Commonwealth and currently is recruiting local councils for children in every city and town. One of the roles that the Task Force sees itself fulfilling this year is to work with the Office of Children in lobbying for programs. We have and will continue to work with the Children's Lobby and are looking forward to working with the local councils for children.

Many problems are foreseen with the changes in regulations including the suggested change in the eligibility requirements for day care assistance -- a change which will make former and potential welfare recipients ineligible for many programs. We do not intend to passively let such devastating reversals take place but rather will actively lobby in an effort to change the current national policy. Last year the Comprehensive Child Care Development legislation failed in part because the President listened to an overwhelming reaction against the legislation; many of those in favor quietly assumed that because the legislation was needed that no further effort was required. It was a lesson well learned by the proponents of the Comprehensive Child Development legislation. We ask you to join with us in insuring that the eligibility requirements are broadened rather than made so narrow that they will have a far reaching devastating effect on our society for many years to come.

As in the past, the Child Care Task Force has felt one of its most effective efforts is in lobbying and testifying before the General Court for legislation which affects women and children. Attached to this report is a list of pending legislation to which the Task Force is addressing itself. In particular, we have actively worked and testified for the passing of legislation which would allow a tax exemption for child care.

In addition, the members of the Task Force have met with representatives from Day Care and Child Development Council of America, Incorporated. It is hoped that the Child Care Task Force will maintain a close working relationship with this group.

In the early fall, plans were made for several hearings to be held throughout the State by the Commission. One of the major programs of the Task Force was to assume an active role in these hearings. Much effort by the Task Force had been put into the success of the Worcester hearings. However, due to many factors, it was necessary to postpone the hearings until the Fall of 1973. It is hoped that the Task Force will be able to effectively serve both as an educational tool to those attending hearings. The Child Care Task Force looks forward to a new year with vigor and promise, and hopes to see more of its goals accomplished.

Respectfully submitted,  
Child Care Task Force  
Edna Capuano, Co-Chairwoman  
Diane Gallagher, Co-Chairwoman

Legislation of Interest to Child Care Task Force-1972/73

H 4801

Petition

Of Bill Owens, Royal L. Bolling, Sr., Melvin H. King  
And Royal L. Bolling, Jr., That Provision Be Made For  
The Funding Of Day Care Services Operated Under Model  
City Programs.

01/08 H Referred To Committee On Social Welfare

01/08 S Senate Concurs

02/27 P Hearing Date Mar. 14

Favorable

H 3377

Petition

Of Lois G. Pines For Legislation To Provide A Tax  
Deduction For Employment Related Expenses For The  
Purpose Of Continued Employment.

01/04 H Referred To Committee On Taxation

01/04 S Senate Concurs

02/22 P Hearing Date Mar. 12

Taxation Still Alive In Executive Session, No Action Yet

S 1075

Petition

Of Jack H. Backman For Legislation To Provide For The  
Development Of Day Care Services.

01/03 S Referred To Committee On Social Welfare

01/03 H House Concurs

02/27 P Hearing Date Mar. 14

Favorable

H 1115

Petition

Of Alan Paul Danovitch That The Department Of  
Community Affairs Be Directed To Establish And  
Maintain Day Care Centers For Pre-School Children Of  
Certain Working Mothers.

01/03 H Referred To Committee On Social Welfare

01/03 S Senate Concurs

02/27 P Hearing Date Mar. 14

Incorporated Under S 1075



S 1144

Petition

Of Alan R. McKinnon, William A. Connell, Jr., And  
Another For Legislation To Permit Property And  
Services To Be Included Within The Meaning Of The Word  
"Funds" For Purposes Of Certain Donated Funds Programs  
For Day Care Services.

01/03 S Referred To Committee On Social Welfare

01/03 H House Concurs

02/27 P Hearing Date Mar. 14

Favorable

H 3762

Petition

Of Barbara E. Gray And Peter L. Masnik That Gainfully  
Employed Parents Be Allowed An Income Tax Exemption  
For Child Care Services.

01/04 H Referred To Committee On Taxation

01/04 S Senate Concurs

02/22 P Hearing Date Mar. 12

Taxation Unfavorable

H 3378

Petition

Of Lois G. Pines That Parents Of Children Under  
Fifteen Years Of Age Be Granted An Additional Tax  
Exemption.

01/08 H Referred To Committee On Taxation

01/08 S Senate Concurs

02/22 P Hearing Date Mar. 12

Taxation Unfavorable

H 4995

Petition

Of George W. Walsh, Jr., And Another For Legislation  
To Further Define A Day Care Center.

01/08 H Referred To Committee On Social Welfare

01/08 S Senate Concurs

02/27 P Hearing Date Mar. 14

Unfavorable

H 3171

Petition

Of Thomas H. Driscoll That The Massachusetts Housing  
Finance Agency Be Authorized To Establish A Program To  
Finance Improvements Of Certain Nursing And  
Convalescent Homes.

01/04 H Referred To Committee On Social Welfare

01/04 S Senate Concur

02/26 P Hearing Date Mar. 13

Unfavorable

## BIBLIOGRAPHY

1. "A Statement of Principal," Day Care, USA; Office of Child Development, 1970. Department of Health, Education and Welfare



GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN

Health Task Force Report

GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN  
Health Task Force Report

Family Planning and Abortion in Massachusetts

The most important single link between women and the health care system is reproductive function and family planning. Obstetrical, gynecological and family planning services are for most women the major contact point with the medical profession.

Doctors have learned that one of the most effective means of delivering preventive medical care is to incorporate such services (sickle cell tests, VD checks, cancer detection, sexual information, etc.) into family planning and maternal health programs. Unfortunately, such programs in Massachusetts tend to focus only on that segment of the fertile population which is married.

The fertility span extends from pre-teens through early fifties. During this 40 year period, there occur numerous alterations and fluctuations in attitudes toward fertility, and in educational, medical and psycho-social needs. This span of time is often viewed in idyllic terms, childhood is considered a time of innocence and puberty and adolescence a time of preparation for marriage and maternity which demarcate adulthood and maturity. Families are expected to be completed by the time a woman reaches her middle to late thirties.

Childhood is the time when attitudes toward sexuality develop. Long before puberty, young girls begin to consider motherhood roles. The meaning of parenthood, the learning of parental roles, and the effect of family and peer group experiences on attitudes toward sex and parenthood are extremely important in these years. They will have a major impact on future decisions concerning sex, marriage and childbearing. Unfortunately, this formative period is the time when most children do not have accurate, objective sex education. They are either bombarded with mass media romanticism and distorted and unrealistic pictures of the rewards of physical beauty and sexiness, or they receive the traditional misinformation of the playground. At home, church and school they are met with either silence or disapproval. Failure to provide information about reproduction reinforces much of the negative information obtained elsewhere. Denial of accurate information does not promote innocence, it promotes ignorance, and fosters superstition. This is a poor base on which to build the attitudes, practices, and personality of a child. If a parent listens, questions about sex are heard from as early as the ages of 2-3. Understanding of the



pregnancies which result from the lack of sex education, contraceptive services, and from legal barriers.

As one high school student put it, "How can high school girls be expected to be responsible about using birth control when all knowledge is gotten on the street. . .there are girls who wash themselves out with water or coca cola or vinegar, but most girls just pray." (Harriette Surowell, age 15)<sup>5</sup>

"There is evidence that sex education works. There are reports showing that when young people are educated about venereal disease, about sexuality, about birth control and about pregnancy, the incidence of all these problems can be reduced."<sup>6</sup> From the clinical practice of Dr. John Grover of Boston, Dr. Phillip Sarrel of Yale and Dr. Harold Osofsky of Syracuse, we know that the incidence of recurrent unwanted pregnancy or out-of-wedlock pregnancy can be reduced. But why should a first pregnancy be required before we can involve young persons in a program which will help them understand and control their sexual natures?

"Legal changes must come about. What a strange anachronism that the law which allows doctors to treat venereal disease in minors without informing the parents does not extend to giving out birth control! Doctors must be able to give sex counseling and birth control care legally."<sup>7</sup> We are in agreement with the position taken in the report of the Wetmore Committee (House Special Committee Investigating Population)<sup>8</sup> that "as long as sexually active women are discouraged or prevented from practicing birth control, the Commonwealth will continue to see increased numbers of abortions, illegitimacies, and scarred, unwanted children."

In March, 1972, the U.S. Supreme Court handed down a ruling which invalidated the Massachusetts Birth Control Statutes which limited contraceptive information and services to married persons. During the time that the law was in effect, physicians, health agencies and patients, according to testimony by witnesses heard at this subcommittee, circumvented the law by avoiding discussion of marital status.

A study was undertaken by this task force which included discussions with those responsible for family planning and related programs in clinics and hospitals throughout the state. These workers unanimously agreed that sexually active adolescents face great difficulties in obtaining access to effective methods of fertility control.

It is apparent that withholding contraception from sexually active minors is certain to produce unwanted babies, dangerous



meaning of the kinds of questions that are asked enable one to meet the needs of the child. This is crucial to his future ability to ask questions and build understanding.

Before a girl reaches menarche, she is entitled, and ought to be encouraged to understand the menstrual cycle. She should know that pregnancy is possible, what it means, and how people deal with growing sexual feeling. Boys need to come to grips with the same issues.

In order to adequately deal with these problems, we strongly recommend the establishment of a special commission, either under the auspices of the Department of Education, or as an independent commission, to coordinate curriculum development and research, and to act as a consulting group to all Massachusetts schools and other institutions which offer or hope to offer family life and sex education programs, similar to those being developed in other parts of the country.

Adolescence is the developmental phase prior to adulthood, when the person becomes mature in judgement and in ability to function. Sexual maturity and emotional maturity rarely develop at the same time. Clinically, one rarely encounters a young adolescent who can understand and cope with the realities of pregnancy and the responsibility of child rearing. Today's female reaches reproductive capacity between the ages of 10 and 12 years of age; she is not emotionally mature at this time.

From 1965-1968, illegitimacy rates of girls 15-19 rose by 18%; the rise was particularly marked among white teenaged girls, whose rates increased by 25%.<sup>1,2</sup> Data from the U.S. Department of Health, Education and Welfare show that a third of the 300,000 illegitimate births each year are to teenagers. In 1970 and 1971, Pregnancy Counseling Service of Boston reported approximately 2,000 teenagers per year who sought abortions through their agency. The 1972 figures to date indicate that this figure is rising. An even larger number of unplanned teenage pregnancies never appear in the abortion or illegitimacy statistics because they are absorbed by marriage. These marriages have three times the divorce rate of the rest of the population. More than 50% of high school brides are pregnant at the altar. The rate increases to 80% when the bridegroom is also a teenager.<sup>3</sup> There is no way to look at these figures without concluding that teenagers are in great need of adequate educational programs. Pregnancy in high school years is known to be associated with a host of unfavorable physical, emotional and social factors, ranging from higher infant and maternal risk to problems of school interruption and continuation of the poverty cycle.<sup>4</sup> We can potentially reduce the number of



illegal abortions, high rates of illegitimacy and blighted young lives. It may be difficult for public and private programs to control unwanted pregnancies resulting from premarital sex. In view of this, the issue of legalizing medical services to minors is a pressing one, since many young people will not seek contraceptive services unless reasonably sure that their parents will not be involved.

The treatment of a minor (any person not yet 21 years of age) involves legal risks for the physician which he must weigh against the needs of his patients. The welfare of his patients must always be the primary concern of every physician.

The American Medical Association House of Delegates and the American Academy of Family Physicians concur with the recommendations of the American College of Obstetricians and Gynecologists and the American Academy of Pediatrics that "the teenage girl whose sexual behavior exposed her to possible conception have access to medical consultation and the most effective contraceptive advice and methods consistent with her emotional and physical needs, the physician so consulted should be free to prescribe or withhold contraceptive advice in accordance with the best medical judgment in the best interests of his patient."<sup>9</sup>

Consent is a legal prerequisite for any type of medical treatment and a minor cannot consent to his own treatment. Therefore, unless a physician obtains the consent of a minor's parents or guardian, his treatment of that minor is, in legal terminology, a battery. In an action for battery a physician is civilly liable for at least nominal damages and perhaps punitive damages, whether or not he has exercised good professional standards is immaterial.

Like many other states, Massachusetts has a specific criminal law which prohibits "contributing to the delinquency of a child," that is, any person under 17. A physician offering contraceptive services to women under 17 could be prosecuted under this statute, though this has never occurred. Recent court trends and administrative standards further lessen the likelihood of such prosecution. When a physician, in his best medical judgement, prescribes contraceptives to minors who would otherwise risk out-of-wedlock children and the accompanying health hazards, there seems little chance he would be prosecuted. If he were, it could be argued that the treatment was independent of the delinquency of the minor, especially since there is no documented evidence linking the availability of contraceptives with the sexual activity of minors. Civil liability in cases involving women under 17 is the same as in



those involving women between 17 and 21. To eliminate these inhibiting legal concerns we urge passage of legislation that would specifically permit licensed practitioners to furnish medical care to any person under the age of 21 who requests it, if in the physician's judgement, the failure to meet a health need could result in a serious health hazard.

Minors comprise a significant segment of the population with an unmet need for medical care for problems related to sexuality. With 71 four-year institutions of higher learning, the Commonwealth has one of the largest student populations in the country. Many of these college students live away from home but since they have not yet reached the age of consent, they cannot obtain any form of medical treatment without the involvement of parent or guardian. Many physicians, recognizing the serious health, social, and economic hazards faced by the unwed minor who becomes pregnant, and by her illegitimate child, find ways of circumventing the law. Deceit is built into the system. When a sexually active minor wishes to take responsibility for his or her actions, either the minor or the physician or both are encouraged to lie.

In the Westoff-Ryder<sup>10</sup> study, more than half of all births were reported by married couples in 1965 as unplanned; one out of five births were said to have been unwanted at conception and afterward. Only 26% of the couples who did not intend to have more children reported that they have been successful in planning both the number and timing of their children.

That unwantedness is a handicap for children and their parents is well known and accepted by psychiatrists. The circular relationship between excess fertility and conditions of poverty and their relevance for mental health has also been well delineated.

Demographic studies illustrate two aspects of the fertility behavior of the poor: (1) they appear to be considerably less successful than higher-income couples in having only the number of children they want; (2) many already use some methods of fertility control, but often these are the most ineffective ones.

The disparity between high and low-income couples in fertility control has been amply documented. Despite the expressed preferences of both groups for an average of three children, the non-poor had an average annual fertility rate in 1960-65 of 98.1 births per 1,000 women aged 15-44, while the poor and near-poor had a rate of 152.5, a rate 55% higher.<sup>11</sup> The effects of this disparity can be seen in the profile of U.S. poverty: nearly half of the children in poverty in 1966 were growing up in families with five or more children under 18; and the risk of poverty increased rapidly from nine percent



for one-child families to 52% for families with six or more children.<sup>12</sup>

Even these recent high fertility rates of the poor, however, are considerably lower than the rates that would be expected if the poor made no effort to control fertility. National studies<sup>13</sup> demonstrate that many low-income couples attempt to practice fertility control, but most of them have to rely heavily on the least effective non-medical techniques. From studies of medical care for the poor, it seems probable that even those who do use the more effective methods have had inadequate medical consultation and instruction and continue to have only sporadic contact with qualified physicians. The 55% difference in fertility rates between poor and non-poor seems to stem largely from this considerable difference in the means of fertility control to which the poor have had access.

Disproportionately high infant and maternal mortality rates offer further compelling evidence of the inadequacy of family planning services among the poor. Lack of maternity care, of infant and child care, and of family planning are the major causes of infant mortality, which is closely associated with poverty mothers who suffer high parity and close interval births. "Nowhere in the health field," according to the O.E.O. study cited above, "is poverty translated as directly in the cost of human life."<sup>14</sup> As long as Massachusetts allows laws and public policy to stand between poor families and family planning care, this cost will continue to be felt.

In Massachusetts, as in other states, the infant mortality rates are significantly higher in poverty areas than they are in the general population. In the three largest Massachusetts cities, the infant mortality rate is twice as high in the poverty areas as in the city as a whole. Massachusetts has not kept pace with the nation in reducing infant mortality. In the period from 1965 to 1968, the U.S. infant mortality rate dropped significantly (from 24.7 to 21.7 per 1000 births). Massachusetts, over the same period, not only failed to decrease significantly its infant mortality, but fell<sup>15</sup> behind the national average (from 22.2 to 22.0/1000births).

The death rate for black and Puerto Rican infants in the first 28 days of life was 50% higher than that for whites in Massachusetts in 1969.<sup>16</sup>

While the effects of inequality in medical care are dramatic, the causes of the inequity are somewhat more elusive. Traditionally, the poor have depended on organized health care systems while those with adequate incomes have had the freedom to choose private physicians for the services they need. This situation has placed

poor couples who wish to limit the size of their families in double jeopardy. If the one medical practitioner to whom a poor woman has access refuses, because of his personal beliefs or because he fears legal reprisals, to discuss the means of family limitation, she has nowhere to turn.

Even in areas where family planning programs have been given the support of federal financing, many women still cannot get contraceptive care. One of the major new Office of Economic Opportunity family planning projects is designed to serve Worcester County and several adjoining towns. Known as the Central Massachusetts planning region, this area covers 71 towns and 4 cities, with a population of 700,000. Within this region, there is a vast unmet need for low-cost family planning services. The OEO family planning grant application estimated 85,000 women in need of family planning services, of whom 25,000 have been classified as indigent using the \$3000 income figure to define the poverty level. Only 403 medically indigent women were served in 1970, and under the newly implemented OEO family planning program, the number projected for 1972 will reach only 2000. The women in this region are fortunate since the Worcester program is one of the most comprehensive in the state and there are many areas without family planning services.

The implications of this neglect reach beyond the distress of individual families. President Nixon's Commission on Population Growth and the American Future<sup>17</sup> urged, after two years of extensive study, that "the time has come to challenge the tradition that population growth is desirable," and that unless population growth is checked, social freedoms will be sharply curtailed. The report went on to say that much of the population problem could be solved simply by enabling women to avoid unwanted pregnancy and birth. "The persistence of this problem reflects on effective denial of freedom of choice and equality of access to means of fertility control."

Section II of the Commission's report urged that contraceptive information and services be made available to all persons, and that abortion laws and regulations be liberalized.

While abortion is clearly the least desirable form of birth control, it is reality we must deal with. Abortion is not merely a problem of the young unmarried female; 50% of all abortions performed in New York are on married women, often with many children, who make this decision after an agonizing weighing of alternatives, and out of desire to benefit their families.

There are inequities in our laws which make it possible for the



wealthy and the educated to obtain legal procedures within Massachusetts, while poorer and less sophisticated women either take a bus to New York or attempt a self-induced or non-medical procedure.

Many physicians resent the contradictions inherent in therapeutic abortion laws. A medical panel must decide that the woman seeking an abortion is either medically or psychiatrically ill and that she is incompetent to deal with decisions involving her body. This emphasizes the view that the woman is at fault, and polarizes the relationships between men and women in our society. It is also a highly negative and short-sighted approach. Evidence exists that an abortion may in fact represent a positive solution to disruptive crises in many patients, and may increase the chances for successful resolution of future problems.<sup>18</sup>

Since physical health is also an issue, we should not overlook the changes of the past century. At the time the Massachusetts abortion statute was enacted (1845) the expected death rate from all gynecological surgery was 30% or higher. In 1972, we can no longer defend restrictive abortion statutes on medical grounds. Deaths from legal abortions in New York City are down to 3.8 per 100,000 as compared with the maternal mortality rate for that city of 26 per 100,000.<sup>19</sup> Before the New York abortion law went into effect, the city's maternal mortality rate was 54 per 100,000, partly due to deaths from illegal abortions.

Given the knowledge that legal abortion is many times safer than childbirth, we must seriously consider whether we can in good conscience insist that a woman continue an unwanted pregnancy.

This task force recommends that priorities must be given to preventive measures, and that the primary emphasis be on sex education and contraceptive services, but that we cannot overlook abortion as a major issue.

This task force recommends that the Department of Public Welfare be instructed to approve automatically payments to licence hospitals for therapeutic abortion procedures performed on Medicaid and welfare recipients. We further urge that the Department of Public Health be instructed to encourage in every way possible the establishment of specialized out-patient therapeutic abortion centers for healthy women with early pregnancies. Such centers would dramatically relieve that strain on hospital beds, and substantially reduce the necessity for so many women to travel 200 miles for their medical care, thereby risking the complications which occur because of poor follow-up. Most importantly, for those women who do stay in Massachusetts for their abortions, specialized centers would be able



to expedite the process in such a way that late abortions (done between the 14th and 20th week of pregnancy) would become very rare. In New York, only 15% of all abortions done involve pregnancies later than 12 weeks; in Massachusetts 30-50% of all abortions are over 12 weeks.

In addition, we suggest that abortions performed by licensed physicians in appropriate medical facilities should not come under the control of the criminal code, and that Section 19, Ch. 272 G.L. should be repealed.

### RECOMMENDATIONS OF THE HEALTH TASK FORCE

#### Subcommittee on Family Planning

1. Establishment of a special commission, either acting independently, or under the auspices of the Massachusetts Department of Education, to coordinate and encourage curriculum research and development and act as a consulting group to all Massachusetts schools and other institutions which offer or hope to offer family life and sex education programs.
2. That legislation be enacted to permit licensed facilities and practitioners to furnish medical care to any person under the age of 21 who requests it, if in the physician's judgment the failure to meet a health need could result in a serious health hazard.
3. That the Department of Public Welfare be instructed to approve automatically payments to licensed hospitals for therapeutic abortion procedures performed on Medicaid and welfare recipients.

That the Department of Public Health be instructed to encourage in every way possible the establishment of specialized out-patient therapeutic abortion centers for women with early pregnancies, in order to reduce the necessity for late abortions and to curtail to some degree the flight to New York of so many thousands of Massachusetts women.

That abortions performed by licensed physicians in appropriate medical facilities should not come under the control of the criminal code, and that Section 19, Chapter 272 G.L. should be repealed.

#### Task Force on Health

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PROGRESS REPORT  
HEALTH TASK FORCE  
1972-1973

The report of the Health Task Force, 1971-1972, in substance embodied the following proposals:

1. That practitioners be permitted by law "to furnish medical care to any person under the age of 21 who requests it, if in the physician's judgement the failure to meet a health need could result in a serious health hazard." The aim of this proposal, which the Health Task Force elaborately documented, was to permit licensed medical practitioners to dispense, among other things, birth control devices to minors. (Current Massachusetts law has the effect of prohibiting such dispensing.)

This suggestion has been embodied in a current bill which has, according to the Commission's information, been reported out unfavorably under the presently unacceptable H.6165 and its Senate equivalent. The prognosis for the Health Task Force suggestion is therefore doubtful for this legislative year.

2. The Task Force made three suggestions in 1972 concerning the legal status and regulation of therapeutic abortion in the Commonwealth. The proposal, still relevant, is currently under investigation by members of the Health Task Force, who will also seek to influence the Department of Public Health in the direction of last year's health-oriented proposal: "That the Department of Public Health be instructed to encourage. . .the establishment of special out-patient therapeutic abortion centers for women. . ."

Also under investigation is the following 1972 proposal: "That the Department of Public Welfare be instructed to approve automatic payments to licensed hospitals for therapeutic abortion procedures performed on Medicaid and welfare recipients." Currently, the Task Force is gathering information to ascertain under which circumstances the Department of Welfare is making such payments or their equivalent.

The concern of the Health Task Force on abortion has been altered in light of the Supreme Court decision in January of this year in the case of Roe vs. Wade and Doe vs. Bolton. This decision removes the definition of abortion as a criminal act from the Commonwealth's statutes. It states that a woman has the right to terminate a pregnancy in the first twelve weeks, and that after this time the State may take an interest in her pregnancy for reasons of health.



The Task Force will concern itself with assuring that the implications of this decision do reach women in Massachusetts and that there are not instances of sex discrimination dealing with abortion. In addition, the Health Task Force will concern itself with legislation which attempts to curb availability of all ob/gyn services for women in Massachusetts.

3. The 1971-1972 Health Task Force also suggested a commission be formed "to coordinate and encourage curriculum research and development and to act as a consulting group to all Massachusetts schools and other institutions which offer or hope to offer family life and sex education programs." The current Task Force does not believe such a proposal is within its competence to advocate or carry through at this time.

The present Health Task Force is addressing itself to the following:

By definition, the health concerns peculiar to females, are gynecological or obstetric, and, therefore, concern birth control or family planning, or the specifically biologically-based psychological adaptations females undergo (i.e.: menarche and menopause). Thus the Task Force deems its primary area of concern the prevention of health problems among the female population of the Commonwealth and accordingly will focus on ascertaining what health care, potential or actual, is available through Commonwealth agencies or other public, low-cost or non-cost agencies, specifically to poor or working poor females.

Furthermore, the Task Force will ascertain if information about such facilities is available in comprehensible form to those who might avail themselves of such health services. The 1971-1972 Health Task Force noted that one public facility for family planning whose potential was to serve the 25,000 medically indigent females in its area, was only consulted by 403 such clients.

Therefore, the Task Force will, in the light of such inquiries, seek to encourage the utilization of such facilities, by assuring the dissemination of health care information to those women most in need of free or low-cost care. In addition, the Health Task Force will also investigate the degree to which the health needs of those women employed by the Commonwealth (insurance, maternity leave, mental health needs, child care) or in the care of the Commonwealth are being met in policy and practice.

Respectfully submitted,  
Health Task Force  
Mordeca Jane Pollock, Chairwoman



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GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN

Job Opportunities Task Force Report

GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN  
Job Opportunities Task Force

The Task Force on Job Opportunities undertook a study to determine the present employment status of women in Massachusetts. Specifically, we sought data which would give some indication of the current ratio of women in the various salary levels, information as to whether or not women are provided the same supervisory or management training opportunities as men, and what specific plans or programs exist for opening up job opportunities for women. Although statistics were readily available on a national basis, and there is no reason to think Massachusetts would vary greatly from the national average, it was the consensus of the group that we should base any recommendations or observations on facts. Contact with various state agencies was made to obtain this data, but no statistics are kept by any agency that would tell us the total number of employees in the state by sex, job category or salary level.

The Committee then initiated its own survey. Although we recognize that part-time work has become an increasingly important part of women's lives today, it was decided to limit our first study to full-time employment. There are over 5,000 employers in Massachusetts. Because of the constraints of time and the lack of funds, it was impossible to survey all employers. Included in the survey are (1) all state agencies, (2) 200 industrial employers with 250 or more employees, (3) banks in all the major cities in the state, and (4) insurance companies with Home Offices in Massachusetts. This combination gave us what we considered to be a good mix of population. In state government the population is made up of 51% men and 49% women; in industrial firms, 69% men and 31% women; in insurance companies 34% men and 66% women; in banks 38% men and 62% women. The total population figures for the banking industry in the survey may not be representative of the banking population in the state, since some of the larger banks to whom questionnaires were sent did not have the information readily available, or did not chose to participate in the survey. The sample included:

- 181 state agencies
- 200 industrial firms
- 14 insurance companies
- 63 banks

Replies were received from:

- 152 state agencies



68 industrial firms  
12 insurance companies  
39 banks

The results of the survey are representative of the group that responded (Exhibit A). The patterns that emerged from the survey do not differ significantly from national figures, and thus it would appear that if we were to survey all employers within the state, the picture would remain fairly constant.

As anticipated, the survey shows that the largest percentage of women are in the lowest paying jobs (Exhibits B-1, B-2). The statistics are displayed in such a way as to show the percentage distribution of men and women within certain salary brackets. We avoided using percentages of total population because this would unfairly reflect the large numbers of persons in clerical positions in contrast to the small numbers of people in managerial positions. Furthermore, we recognize two of the limitations in this salary data -- that it does not include length of service or take into account educational requirements for certain positions.

One of the obvious ways an employer can assist in preparing employees to qualify for better jobs is through training. We specifically asked about the existence of supervisory or management training programs (Exhibit C-1). 67% of the banks and insurance companies indicated they had such programs, whereas only 32% of the state agencies replied in the affirmative. Furthermore, the survey shows that more than twice as many men as women receive such training (Exhibit C-2).

Although a few state agencies and a number of private employers are attempting to take "affirmative" action, that is, to recruit, hire, train, upgrade, and otherwise broaden opportunities for women, the number of agencies and companies doing nothing in this area is shockingly high. Only 15% of state agencies admit to having affirmative action programs for women, and only 33% or less of other employers.

As an additional source of survey information, our Task Force met with the Career Guidance Officers of several of our large women's colleges here in Massachusetts. We were anxious to learn if they, from their vantage point, could see any change or improvement in the employment of women by the government or by industry. Because of their contact with recruiters and with the alumnae, we felt they were in a good position to assess the progress women have made. There was a time, they said, that companies denied being prejudiced, but claim they are now attempting to overcome or correct these prejudices. Furthermore, it was indicated that there is a significant difference today between the number of companies and the kinds of companies that are recruiting women. At one

college they used to have approximately 45 companies recruit each year and this year they have 117 companies. In many cases the positions being offered are also of a broader range, such as administration or problem solving jobs. However, many companies recruit women from Management Training Programs, but do not place the female management trainee on the same level as the male management trainee.

While there are positive signs, it is evident that many college women who do go into business may reach the middle management level, but tend not to progress beyond this level. One of the reasons for this, they believe, was that women are not provided the same visibility in business as are men. In general, while the employment situation of women appears to be improving, no one would contend that there is equality yet.

Our recommendations are directed to the state government. It is hoped, where appropriate, that private industry would adopt similar courses of action.

I. Action should be taken for completed implementation of the Code of Fair Practices as specified in the Governor's Executive Order #14, which states:

Article I - Declaration of policy

Non-discrimination and equal employment opportunity are the policy of the Executive Department of the Commonwealth of Massachusetts in all of its decisions, programs and activities. To that end, all state employees shall rigorously take affirmative action steps to insure equality of opportunity in the internal affairs of state government, as well as in their relations with the public, including those persons and organizations doing business with the Commonwealth.

Affirmative action requires more than vigilance in the elimination of discriminatory barriers to employment on the grounds of race, color, creed, national origin, age and sex. It must also entail positive and aggressive measures to insure equal opportunity in the areas of hiring, promotion, demotion or transfer, recruitment, layoff or termination, rate of compensation, and inservice or apprenticeship training programs. This affirmative action should include efforts required to remedy the effects of present and past discriminatory patterns and practices and any action necessary to guarantee equal employment opportunity for all people. All agencies and appointing authorities of the Commonwealth shall initiate affirmative action programs designed to conform with this policy.



"Article II -- Employment Policies of State Agencies

State officials and supervisory employees shall appoint, assign train, evaluate, compensate, and promote state personnel on the basis of merit and fitness, without regard to race, color, religion, national origin, ancestry, age or sex, unless a preference, limitation or specification based upon sex, age military service or otherwise is required by law, or unless sex or age is deemed by the Massachusetts Commission Against Discrimination to be a bona fide occupational qualification for employment."

II. We recommend as possible methods of implementing the Code of Fair Practices the following courses of action:

A. Designate one person within each agency to be responsible for the personnel function. Unless one individual is clearly assigned this responsibility, the training and development of employees, for example, would fall to the individual's supervisor. It is evident that too often action does not result when this is the case.

B. Install a performance evaluation program. A formal evaluation will provide an orderly and consistent appraisal of each employee, thereby providing a more objective basis for making promotions.

C. Encourage all agencies to take advantage of the training programs offered by the State Bureau of Standards and Personnel. During our study we visited the Bureau and were impressed with the variety of programs and the scope of the courses that the state offers. The responses to our questionnaire force us to conclude that very few agencies inform their employees of these courses or encourage enrollment in them.

III. We recommend that the Massachusetts Commission Against Discrimination take a more active role in implementing the Code of Fair Practices.

From the responses in the survey it appears that only a few of the state agencies have Affirmative Action Programs. The Code of Fair Practices gives the MCAD the responsibility of reviewing positive measures for compliance.

IV. We recommend the establishment of a study commission to make an investigation and study relative to updating, clarifying and modernizing state labor laws as contained in the General Laws, specifically those limiting regulating the employment of females



in the Commonwealth. We would specifically urge that it contain persons with expertise in this area of law.

Recognizing this as a problem area, the Massachusetts General Court, by Resolve, Chapter 23, approved June 30, 1971, provided for a special commission to make such a study, evaluate the implications of Title VII of the U.S. Civil Rights Act of 1964 as well as other laws and the Constitution of the United States on such laws, and report to the General Court the results of its investigation and study with recommendations and drafts of necessary legislation, on or before the last Wednesday in December of 1971. Of the 19 persons to be appointed to this special commission, it is our understanding that only the three members of the senate and the five members of the house of representatives were designated, and that the commission never did in fact function.

V. We recommend that more women be selected for appointive positions in the Government of the Commonwealth.

The Task Force on Job Opportunities appreciates very much the cooperation it received from the state government and private employers who participated in our survey. We attempted to determine the present employment status of women in Massachusetts and feel that the results have given us a fairly accurate insight into this. We recognize that there are many other areas that could and should be studied, i.e., the underutilization of women in relation to their educational achievement, the hiring levels of women in contrast to men, the promotional rate of women in contrast to men, women in professional fields. Hopefully, the work of the Commission will be carried on. One of the projects which we would like to see in the future would be a series of meetings or interviews with women themselves to determine their employment experiences and aspirations. We feel that this could be a very vital input to any program that the state or private employers might wish to undertake.

Task Force On Job Opportunities

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 Frank Risatti

PROGRESS REPORT  
JOB OPPORTUNITIES TASK FORCE  
1972-1973

Since the 1972 report of the Job Opportunities Task Force of the Commission, the following action has ensued from our recommendations for complete implementation of the Code of Fair Practices:

First, we felt it necessary that one person be designated within each agency to be responsible for personnel functioning (training and development of employees) so that this did not fall to the individual's supervisor (as it is often evident that action does not result when this is the case). Although it has been learned that some agencies have designated an individual to be responsible for personnel functions within that agency, it does not appear that a formal directive has been issued state-wide in this regard.

Secondly, we feel a formal performance evaluation will provide an orderly and consistent appraisal of each employee, thereby providing a more objective basis for making promotions. To this extent, an "03" contract has been approved to develop a two-phase evaluation program for (1) the first six months of employment and (2) for later employment for regular employees by the firm of Wilbur Williams Company.

Moreover, we encourage all agencies to take advantage of the training programs offered by the State Bureau of Standards and Personnel which cover office management, basic supervision, human relations, effective writing, etc. (85% of the men in state services are employed in the \$14,500-\$19,000 salary level with only 15% women at that level.) It has recently been learned that the number of women in these training programs have increased some 50% -- formerly these classes were mainly composed of men.

To help insure the implementation of the Code of Fair Practices, MCAD (Massachusetts Commission Against Discrimination) is working with George Allen as part of the EEO program. Furthermore, Attorney Ann Lake, former President of the Women's Lawyer's Association, is heading-up a study committee of legislators relative to up-dating, clarifying and modernizing state labor laws as contained in the General Laws, specifically those limiting and/or regulating the employment of females in the Commonwealth. (Although the laws remain on the books at the present time, enforcement is inactive in



light of Attorney General Quinn's opinions and rulings under Title VII of the Civil Rights Act of 1964.)

Respectfully submitted,  
Job Opportunities Task Force  
Nancy Concannon, Chairwoman

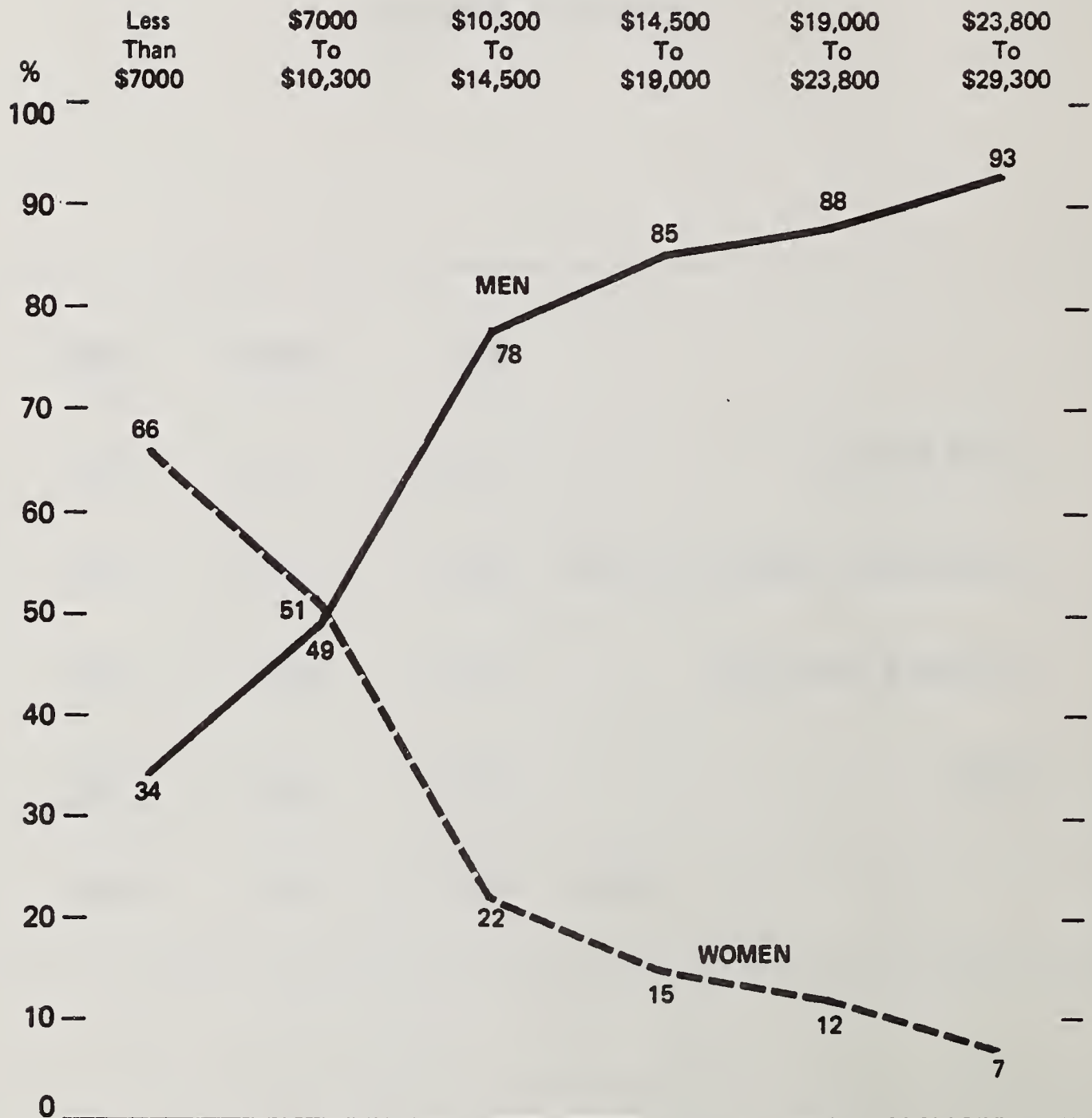


**NUMBER OF EMPLOYEES  
REPRESENTED  
IN THE  
TABULATED RESULTS**

	<u>MEN</u>	<u>WOMEN</u>	<u>TOTAL</u>
STATE SERVICE	22,726	21,682	44,408
BUSINESS AND INDUSTRIAL FIRMS	33,018	14,678	47,696
INSURANCE COMPANIES	5,250	10,174	15,424
BANKS	<u>2,711</u>	<u>4,351</u>	<u>7,062</u>
TOTAL	63,705	50,885	114,590

## STATE SERVICE

### DISTRIBUTION OF MEN AND WOMEN Percent Women To Men In Each Salary Level

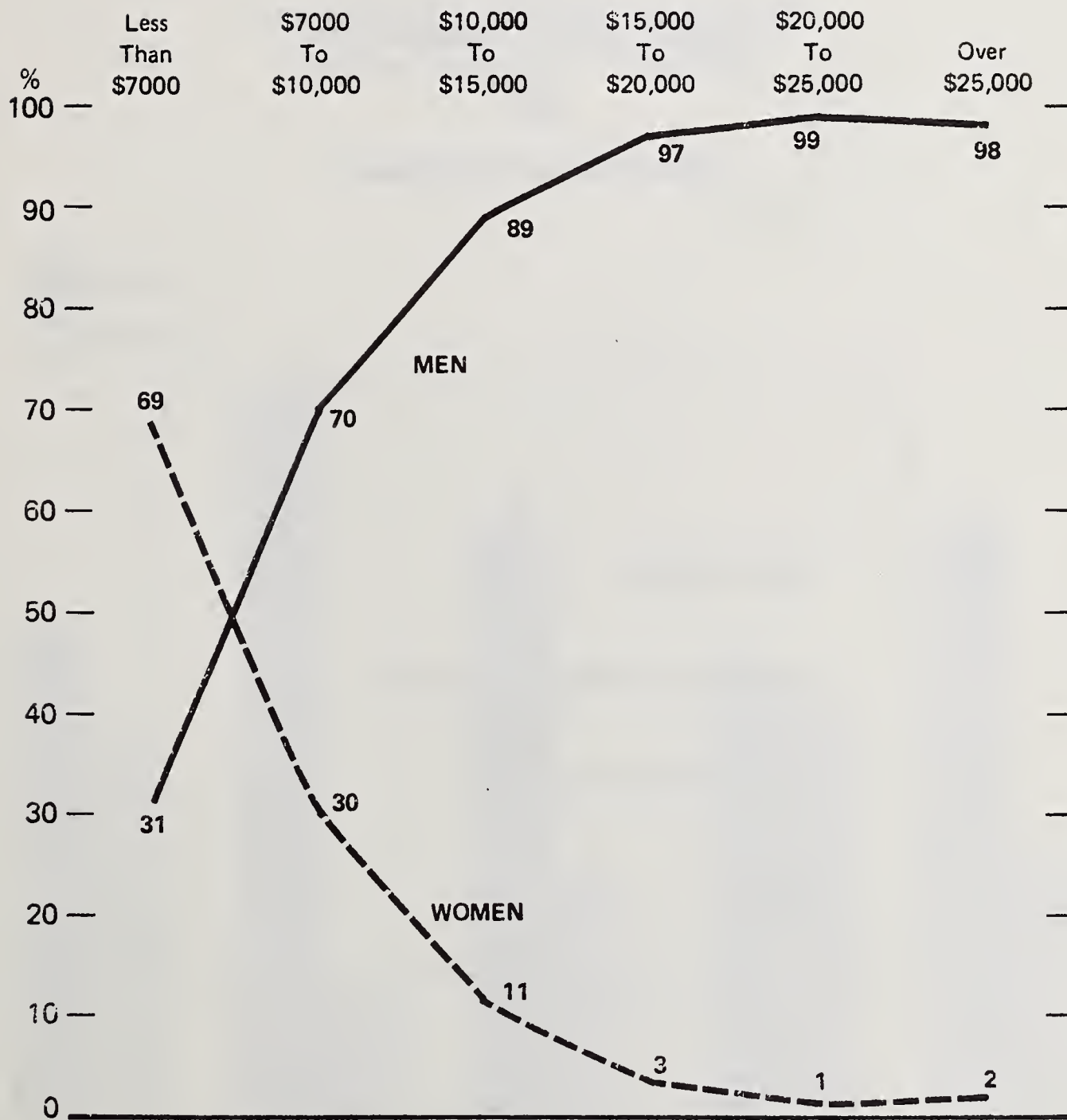


<u>SALARY LEVEL</u>	<u># MEN</u>	<u># WOMEN</u>
LESS THAN \$ 7,000	5,079	10,800
7,000 to 10,300	8,329	8,836
10,300 to 14,500	6,194	1,786
14,500 to 19,000	1,716	298
19,000 to 23,800	912	123
23,800 to 29,300	496	40
<b>TOTAL</b>	<b>22,726</b>	<b>21,682</b>

# PRIVATE INDUSTRY

## DISTRIBUTION OF MEN AND WOMEN

Percent Women To Men In Each Salary Level



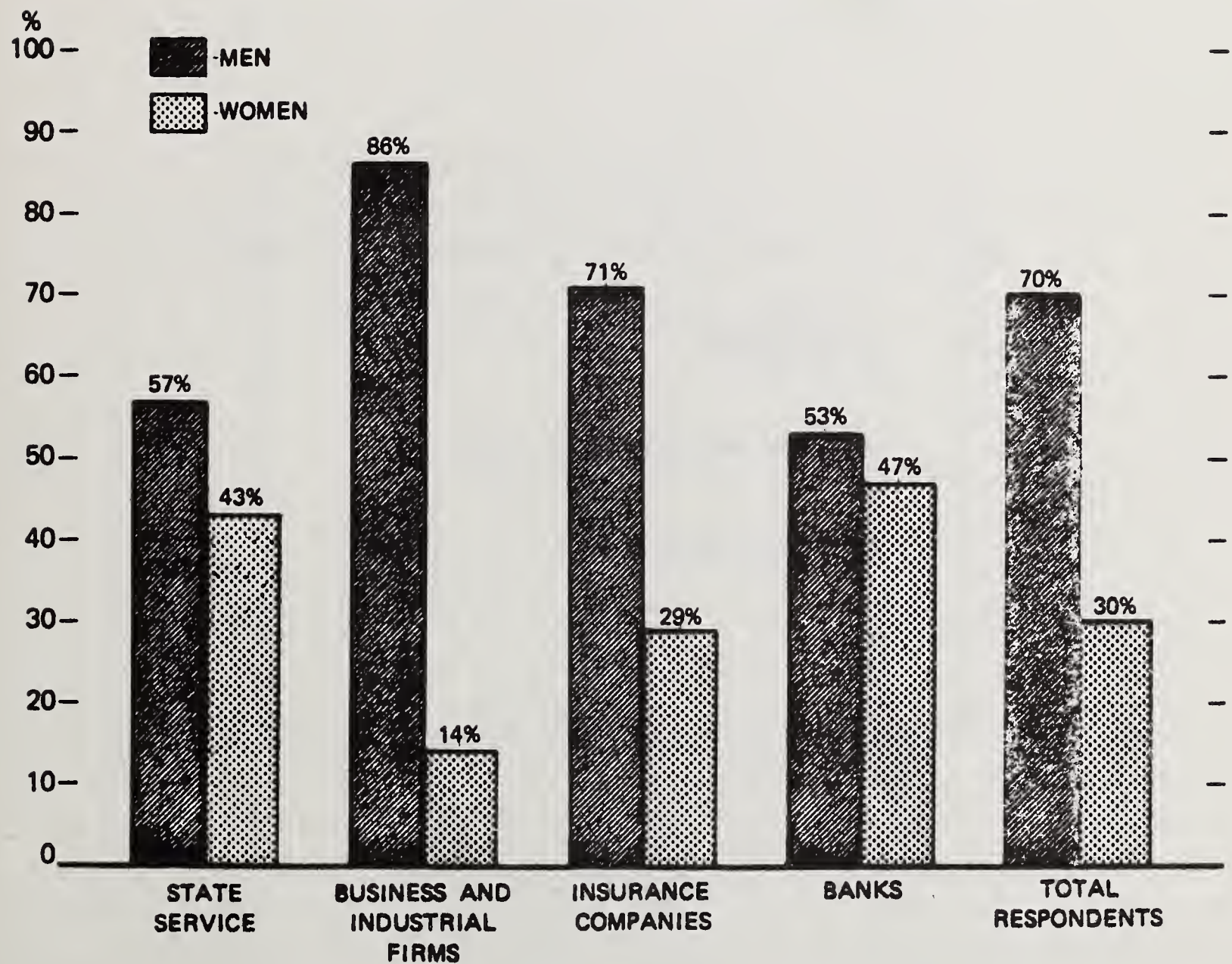
SALARY LEVEL	# MEN	# WOMEN
LESS THAN \$ 7,000	9,345	21,148
7,000 to 10,000	15,221	6,709
10,000 to 15,000	10,144	1,216
15,000 to 20,000	4,177	103
20,000 to 25,000	1,751	16
OVER 25,000	341	6
TOTAL	40,979	29,203



**PERCENT HAVING MANAGEMENT  
AND  
SUPERVISORY PROGRAMS**

	<u>%</u>
STATE SERVICE	32
BUSINESS AND INDUSTRIAL FIRMS	41
INSURANCE COMPANIES	67
BANKS	67

**RATIO OF MEN VS. WOMEN  
TO  
TOTAL WHO HAVE ATTENDED SUPERVISORY  
OR  
MANAGEMENT TRAINING PROGRAMS  
DURING THE LAST 12 MONTHS**



**PERCENT HAVING AN AFFIRMATIVE ACTION PROGRAM**

	<u>%</u>
STATE SERVICE	15
BUSINESS AND INDUSTRIAL FIRMS	30
INSURANCE COMPANIES	33
BANKS	26



GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN

Equal Rights Task Force Report

GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN  
Equal Rights Task Force Report

The Equal Rights Task Force of this Commission had as its field of endeavor any issues relating to women which were not specifically covered by the other established task forces of the Commission. Since the range is virtually infinite as to what matters the Task Force could deal with, more by accident than by decision, we found ourselves working on the first three issues which were brought to our attention. These three main areas of concentration which have received the major part of the energies and attention of the working members of this Task Force have been:

1. The State and Federal Equal Rights Amendments
2. Reform in women's prisons; and
3. Reform of jury law governing service of women.

I. Equal Rights Amendment

The Equal Rights Task Force drafted an amendment to the Massachusetts Constitution which would prohibit discrimination on account of sex. This amendment was submitted by Representatives Maurice Frye on behalf of Roberta Benjamin representing the National Organization for Women (NOW) in Massachusetts. The Executive Committee of the Governor's Commission voted to refer this bill to the general meeting of the Commission where it was unanimously voted to support this bill for passage. Margaret H. Douglas-Hamilton testified on behalf of this bill as did Sonia Gould on behalf of the Governor and, in addition, Roberta Benjamin, also a member of this Commission testified for it on her own behalf. At the present time no action has been taken on the amendment; it was marked up on the calendar for consideration on May 31st of this year but present word is that it will not be considered this session.

In addition to sponsoring an amendment to the Massachusetts Constitution, this Task Force has also taken the responsibility for coordinating the campaign to ratify the federal equal rights amendment in Massachusetts. To this end, the Chairman of this Task Force drew up a petition, a copy of which was distributed to over one hundred women's groups across the state. The future of ratification in Massachusetts is uncertain, and it has been learned this week that Senate President Kevin Harrington intends to block the release of this amendment from the legislative research committee to which it was assigned. This Task Force will continue to work with other members of the Commission to educate and encourage state legislators regarding ratification.



(NOTE: The National Equal Rights Amendment was ratified by the Massachusetts legislature on June 21, 1972 .)

## II. Prisons

As a result of the announcements of the formation of the Commission in the press, Kay Bourne of this Task Force received communications from women at the Massachusetts Correctional Institution, Framingham, bringing our attention to certain inequities with regard to sentencing of female prisoners and also with regard to rehabilitation and parole opportunities. The results of investigations by members of this Task Force showed that there was a statutory discrimination against women prisoners sentenced to Framingham consequently members of this Task Force, led by Gene Davidson, worked on legislation which would correct this. This legislation was submitted by Representative Chester Atkins and the Governor's Commission on the Status of Women and was passed early this month. It is hoped that women prisoners presently in Framingham will soon benefit from this bill. In addition to the attention focused on inequities in sentencing, the Task Force, under the guidance of Kay Bourne, has attempted to study opportunities available to women in other prisons outside of Massachusetts and has made recommendations to members of the Governor's staff and the Commissioner of Corrections with regard to treatment and rehabilitation of female prisoners. Copies of various reports on this subject are attached hereto. In addition a lengthy report on education of women prisoners is on file with the Commission but cannot be reproduced because of inadequate funds.

## III. Jury Service

Complaints from women in communities across the state and led by women in Lexington resulted in the drafting of legislation and its submission to the Massachusetts Legislature which would remove the restriction against women with children sixteen years of age and under serving on juries. This action paralleled a constitutional law challenged of the statute by the women of Lexington in the federal court. At this writing, this bill, upon which the Chairman of the Task Force testified favorably before the Judiciary Committee, has not been reported out and the federal suit is still pending.

## IV. Other Legislative Matters

This Task Force has been called upon to investigate divorce reform in Massachusetts and to this end a study committee of lawyers has been set up which will work on this over the summer and hopefully present the results of its findings to the Commission in the fall in time for legislative action next year.



This Task Force supported a bill which would enable women to keep or resume their maiden names after marriage without need for court proceedings. This bill received an unfavorable report from the Judiciary Committee.

Gene Davidson has drafted for use by the entire Commission implementing legislation which would establish the Commission permanently and provide for much needed financial support of its activities.

#### V. Cooperation With Other Commissions

The Chairman of this Task Force has communicated with the Executive Director of the Pennsylvania Commission on the Status of Women and the Division of Human Rights, State of New York, with regard to activities by both of those groups to improve the status of women. Activity in these Commissions is just developing and it is hoped that over a period of time, the experience of these Commissions and of others will benefit our Commission.

In addition to correspondence with Pennsylvania and New York, this Task Force attended the Tri-Commission meeting on January 19, 1972 which included besides the Governor's Commission, the Mayor's and Federal Commissions on the Status of Women. Both the Chairman of this Task Force and Kay Bourne reported on the efforts we had made to date with regard to women in prisons. Following this meeting this Task Force participated with the members of the other two Commissions in round table discussions regarding various issues concerned with securing equal opportunities for women in our society.

Copies of all reports made by this Task Force have been attached hereto, as well as copies of all legislation supported through this Task Force by the Commission this year.

#### Task Force On Equal Rights

Margaret Douglas-Hamilton, Chairwoman

Gene Davidson

Kay Bourne

Suzanne Wells Sabath, Ex Officio

Laura Rasmusson, Ex Officio

Marie Kargman, Ex Officio

PROGRESS REPORT  
LEGISLATIVE TASK FORCE  
1972-1973

While last year, the Political Task Force and the Equal Rights Task Force were two distinct entities, both focusing on legislation, this year we decided to merge them to form one Legislative Task Force. The initial task of this group was to sort out all the legislation filed regarding women, evaluate it, and report to the Commission on the Status of Women its findings. The Task Force made several recommendations regarding priority pieces of legislation, including the Commission sponsored divorce bill and several pieces of legislation on education which have come out of the Commission Report of last year. In total, we have given priority status to about 10 bills, the most significant of which is the State Equal Rights Amendment. To date, the Commission has testified on all priority bills.

Additionally, the Legislative Task Force of the Governor's Commission on the Status of Women has been instrumental in organizing a "Women's Lobby" to function as an independent group focusing on the priority bills. The Women's Lobby is actively lobbying committee members on these bills. Through the Women's Lobby, we hope to provide outreach to women and organizations throughout the Commonwealth, informing them of legislation and its current status and helping them through the initially bewildering effort of lobbying. The Women's Lobby, in addition, plans to follow through on legislation which has not passed this year, actively working to sustain interest and to redraft those bills which need to be submitted in the next legislative year.

Respectfully submitted,  
Legislative Task Force  
Roberta Benjamin, Chairwoman

GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN

Task Force on Politics Report



GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN  
Task Force on Politics Report

The Task Force on Politics of the Governor's Commission on the Status of Women was organized in November, 1971. The Commission itself and members of the task force (most of whom were recruited outside the ranks of the formal Commission) shared the basic conviction that the right to participate in politics by voting is hollow indeed without the equal right and opportunity to truly participate in the decision-making process of the political system.

Our initial presumption in forming the task force was that the position of women in the political system would more or less accurately reflect the subordinate role of women in the larger society, and indeed our December research confirmed this:

<u>Category</u>	<u>Total No.</u>	<u>No. Women</u>	<u>% Women</u>
U.S. Senator	2	0	0%
U.S. Representative	12	2	16.6%
Massachusetts Senate	40	1	2.5%
Massachusetts House	240	4	1.6%
Governor's Appointments			
1970	698	103	15%
1971	581	116	20%
Mayor	39	0	0%
Selectman	1030	31	3%
City Councillor	316	9	2.8%
Alderman	103	4	3.8%
School Committee	1924	408	21%
Ward and Town Committee. . .	figures not precisely computed: 15-20%		
Delegates to 1968 National Conventions			
Democratic	82	10	12%
Republican	34	6	18%

(See appendix for a more complete report on town government and gubernatorial appointments.)

Since the December investigation, figures have changed, notably in the areas of town government (as a result of March elections) and in delegate slates to the national conventions. Although local figures are not yet available, we have seen noticeable improvement in the delegate slates. The McGovern-Frazier guidelines, pressure from women inside political parties, and the lobbying of many women's

groups, this task force included, have resulted in percentage figures far above the 1968 totals. A sample of the at-large and 9th, 10th, 11th, and 12th district slates produces the following figures:

<u>Party</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>	<u>% Female</u>
Republican	13	7	20	35%
Democratic				
McGovern	23	24	47	51%
Muskie	24	20	44	45%

\*See appendix for more complete breakdown

While there appears to be some progress in the area of politics for women, quite obviously a great deal more needs to be done in order to ensure that qualified women be given an equal opportunity to run for political office, to be appointed to top-level positions -- in short, to be involved in all levels of governmental structure and politics.

In addition, then, to the fact finding and research activity of the task force, we have also begun to encourage women to run for political office and to make themselves available for appointive positions.

In response to our oft-asked question, "Why don't you hire, appoint, recruit, etc., more women?", we have been met with the question, "Where are the women?" It seems overwhelmingly consistent that since women as a group neither move nor are particularly visible in the decision making circles of politics or government, when appointments or job offers are made through the traditional grapevine or word-of-mouth system, women are overlooked. Some new method of recruitment is obviously long overdue, and out "Talent Bank" is a pilot project aimed at supplying the resumes of highly competent women for consideration to top level appointments and positions, particularly within the context of state government.

We have solicited resumes both publically and privately and to date have received over 1,000. The quality of the resumes is extraordinarily high, and the task force has been somewhat overwhelmed in sorting, filing, and indexing.

Our major problem will be, of course, in enlisting support for and utilization of the roster. We have already met with the Governor's Appointments Office, which has pledged its cooperation. We plan within the next weeks to speak personally with each of the Secretaries to explain the roster and enlist their support.



## RECOMMENDATIONS OF THE TASK FORCE ON POLITICS

Over the past six months, the Task Force has explored and researched two distinct areas of political activity -- grass roots and State House level. In view of our limited fundings and resources, future activities will tend more and more to revolve around the State House, with the task force serving only as a catalyst, informational clearing house, and resource for local political activity.

1. We recommend that on the local level, district or area Commissions on the Status of Women be established -- these Commissions would be more closely in touch with their own constituencies and able to effect changes in the grass roots political structure that a remote state-wide Commission could not. We also recommend that the "Talent Bank" be utilized in finding women to serve on such Commissions.
2. We recommend that on the local level, where ward and town committees form such a key part of political structure, said ward and town committees be prohibited, by state statute, from having more than 60% of their membership be of any one sex. This task force will introduce such legislation shortly.
3. We would like to re-emphasize the need for a funded Commission with an office, paid executive director, and at least one staff person. A lobby of this sort for women is most certainly needed in the State House, and we would like to recommend that one of the functions of the executive director shall be in assisting the Task Force on Politics in implementing the Talent Bank.

### Task Force on Politics

#### Members:

Roberta Benjamin  
 Chairperson  
 Sen Mary Fonseca  
 Rep. Ann Gannett  
 Rep. David Liederman  
 Marjorie Schiller

#### Consultants:

Winnie Aronson	Cecile Landrum
Janet Arterton	Ann Lewis
Kennette Benedict	Jane Malme
Carol Brown	Joyce Miller
Pat Caplan	Ann Mae Moore
Louise Darling	Meg Power
Gloria Greene	Laura Rasmussen
Alice Jelin	Joan Rothschild
Jeanne Kangas	Helen Sherwood
	Betty Taymor





THE COMMONWEALTH OF MASSACHUSETTS  
GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN

ROOM 268 • STATE HOUSE • BOSTON 02133 • 617/727-3640

FRANCIS W. SARGENT  
GOVERNOR

CHAIRMAN  
ANN BLACKHAM

VICE CHAIRMAN  
DOROTHY PENDERGAST

January 27, 1972

Governor Francis W. Sargent  
Room 268  
State House  
Boston, Massachusetts 02133

Dear Governor Sargent:

The Political Task Force of the Governor's Commission on the Status of Women is concerned with the relatively small number of women appointed by your office; and we are writing to ask you to seek out and to appoint more women to state positions - both salaried and honorary.

According to our statistics, of 698 gubernatorial appointments made in 1970, only 103 were women; of 581 appoints made in 1971, only 116 were women. (And the majority of these appointments were to such traditional women's areas as beautification, education, and our own Commission on the Status of Women.)

Because we realize that these statistics reflect a much larger problem throughout our society, the Task Force is now working to establish a Talent Bank of professional women and women experienced in community service. We know you share our concern that Massachusetts government more truly reflect the talent and experience of all the people of the State; and we hope that you will refer to this Talent Bank in making future appointments.

We look forward to working with you.

Sincerely,

Roberta Benjamin  
Chair person Pro-Tem  
Political Task Force

APPOINTMENTS OF WOMEN MADE BY GOVERNOR SARGENT: JANUARY 1970-  
DECEMBER 1971.

From January 1, 1970 through December 31, 1970, the Governor made 698 appointments, of which 103 were women. For the same period in 1971 he appointed 116 women out of a total 581 appointments. (Statistics subject to error due to transition in personnel and generally poor filing systems.)

Generally many appointments of women were to various boards dealing with education, trustees of state schools or hospitals, the Governor's Commission on the Status of Women, and the Governor's Commissions on Adoption and Foster Care, Child Development, and the Revolutionary War Bicentennial Committee and the Committee to Keep Massachusetts Beautiful.

Mary Newman, Secretary of Manpower Affairs and Nancy Beecher, Chairperson of the Civil Service Commission, are the two appointments of major significance (prestigious as well as financially, \$32, 500 and \$13,000, respectively) since January 1970.

<u>Committee, Board, etc.</u>	<u>Members</u>	<u>Men</u>	<u>Women</u>
Revolutionary War	30	25	5
Council on Juvenile Behavior	no response		
Council on Arts & Humanities	17	15	2 Exec. Dir. is female
Advisory Council on Home & Family	10	9	1 Chairman is female
Consumers Council	12		4
Advis. Council on Voc. Ed.	24		2 or 3
Retirement Board	3	3	0
Labor Relations Comm.	4	3	1



FRANCIS W. SARGENT  
GOVERNOR

THE COMMONWEALTH OF MASSACHUSETTS  
GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN

ROOM 268 • STATE HOUSE • BOSTON 02133 • 617/727-3640

CHAIRMAN  
ANN BLACKHAM

VICE CHAIRMAN  
DOROTHY PENDERGAST

MEMORANDUM TO: Massachusetts Women

FROM: Roberta Benjamin, Chairwoman, Task Force on  
Politics

DATE: February 7, 1972

SUBJECT: Talent Bank

Over the past several months your commission has been investigating and making recommendations in a number of areas - employment, education, legal rights, child care, health, and politics. We are presently engaged in a state-wide search -- looking for talented, able, and active women who are willing to serve in responsible positions.

We expect that there will be opportunities for both professional women and women who have had community and volunteer experience to create and implement policy at all levels and in all areas of government structure.

If your organization has a newsletter, we would appreciate your including an announcement of the Talent Bank.

If any member of your group is interested in becoming part of our womanpower resource pool, she should send us a resume or a note telling us about herself and her interests.

The address is: TALENT BANK  
Governor's Commission on the Status of Women  
Room 268  
State House  
Boston, Massachusetts 02133



## Survey of the Composition, by Sex, of Ward and Town Political Committees, 1968 to 1972

### Origin

At the meeting of this task force, on February 9, 1972, it was the consensus that a random check on the balance of ward and town committee slates should be done. The reason was to determine whether or not more women are involved in the decision making process of the two major political parties in Massachusetts.

### Personnel

After gathering much preliminary data, I decided that a more systematic survey required additional help. Assisting me in data gathering, processing, and in preparation of this report was Ms. Nancy Reifenstein of Houghton Lane in Harvard. Assisting me in data gathering were Ms. Edee Perica of Still River Road in Harvard, and Ms. Nina Swaim of Friendly Crossways, Whitcome Avenue, in Littleton. Their help made this report possible and is deserving of credit by this task force and the Commission.

### Survey Area

The data is based on the composition of political committees in two complete state Senate districts -- the fifth Middlesex and the Second Hampden. These districts were chosen because they represent a cross-section of Massachusetts constituency, i.e., they contrast demographic factors of urban, suburban, and rural; socio-economic factors of upper, middle, lower, and poverty levels, and a geographic distribution, i.e. eastern and western Massachusetts.

The fifth Middlesex district is mainly suburban, and in the eastern end of the state. The following are included in the district: Action, Boxborough, Concord, Hudson, Lincoln, Littleton, Maynard, Stow, Sudbury, and Wards 1,2,3,6, and 7 of the City of Waltham, all in Middlesex County; and Harvard and Lancaster in Worcester County.

The Second Hampden is mainly urban, and is in the western end of the state. The following are included in that district: the City of Chicopee and the City of Holyoke and Ward 1 of Springfield, all in Hampden County; and the towns of Hadley, Huntington, and Southampton, all in Hampshire County.

There are forty senatorial districts in Massachusetts, comprised of approximately equal numbers of inhabitants. The districts were re-drawn only two years ago, in 1970, and population shifts should

be minimal. Therefore, we have measured close to 2/40th or 5% of the state. Because we have considered demographic, geographic, and socio-economic factors, we are confident that this data is representative of the state as a whole.

### Method

After selecting the districts, we gathered the following information for each ward and town committee of both the Democratic and the Republican parties; the number of positions filed for, the total number elected to the committee, the number of men, the number of women, and the number of "individual" women on the committee. "Individual" refers to women who had no apparent male counterpart (spouse, father, etc.) on the committee. Many committees had husband/wife combinations, or husband/wife/female children. We could not determine whether or not such women were independently involved in the work of the committee, or were merely "padding" for the committee (i.e., reliable people who are used to fill the number of positions filed for), or were political extensions of their male counterparts. Therefore, we developed the two categories for women in this survey.

We used the lists of committee members elected in 1968 as a starting point (standard) for measuring any changes in the 1972 committee lists. For 1972 we used the lists of candidates filed with the Secretary of State's office on February 8. In cases where more than one slate was filed, we used "Group 1" -- the slate which will appear first on the ballot and is usually the most likely to be elected in the primary. Where there was a slate and also candidates running on their own, we included all of the individual candidates in our figures when the total number of candidates in that ward or town did not exceed the total number of positions filed for, because all of those on the ballot would be elected. In instances where the total number of candidates on a slate had individual candidates exceeding the number of positions filed for, we excluded all of the individual candidates because we had no reasonable basis for including them selectively.

### Results

We found slight changes in the composition by sex of ward and town committees from 1968 to 1972 in Massachusetts. The changes were, however, in the direction of increased participation of women in the decision making process of the political parties.

In 1968, women comprised 34.4% of the committee members; in 1972, they comprised 38.0%, and increase of only 3.6% over 4 years.



Of the women on the committee, we found that there is a very slight move away from women who are the wife/daughter of men on the committee, and toward the inclusion of individual women. In 1968, 66.4% of the women on the committees were in the "individual" category; in 1972, they increased to 67.5% -- an increase of just over 1%. The change is at least in the right direction.

### Conclusions

I conclude that the change in the composition, by sex, of ward and town committees in Massachusetts since 1968 is underwhelming. At the present rate it will take 16 more years for women to comprise half (50%) of the membership of ward and town committees. Further, it will take 126 years, at the present rate of change, for the status of those women to change from substantially wife/daughter to entirely individual.

### Recommendations

I therefore recommend the following:

1. That this study be preliminary to a more complete study to be done after the election in April. Any differences between those nominated and those elected could thereby be corrected. There will be few changes, but the data base will then be entirely consistent.
2. That the final study include 1964 data, to get a better time span. It is possible that 1968 was a very bad year for the status of any number of women on the political committees; or, conversely, that the changes since 1968 are indeed typical and do indicate a real trend.
3. That this report be forwarded to the Governor's Commission as a whole as a preliminary report, and that the final report be similarly forwarded. The results of this report support the Commissions proposed legislation regarding the composition by sex, of ward and town committees, and may be useful in testimony in favor of the proposed legislation.

Respectfully submitte,

Jeanne S. Kangas  
Political Task Force



COMPOSITION OF WARD AND TOWN COMMITTEES BY SEX  
(Survey Data in Numbers)

	<u>Position Filed</u>	<u>Total Elected/ Nominated</u>	<u>Men</u>	<u>Women</u>	<u>Individual Women</u>
1968					
DEM Hampden	640	525	357	168	80
GOP Hampden	<u>665</u>	<u>178</u>	<u>103</u>	<u>75</u>	<u>40</u>
SUB TOTAL	1305	703	460	243	120
DEM Middlesex	415	379	261	118	109
GOP Middlesex	<u>620</u>	<u>466</u>	<u>294</u>	<u>172</u>	<u>125</u>
SUB TOTAL	1035	845	555	290	234
1968 TOTAL (Elected)	2340	1548	1015	533	354
1972					
DEM Hampden	640	447	286	161	84
GOP Hampden	<u>560</u>	<u>156</u>	<u>81</u>	<u>72</u>	<u>44</u>
SUB TOTAL	1200	603	367	233	128
DEM Middlesex	410	350	230	120	101
GOP Middlesex	<u>506</u>	<u>377</u>	<u>224</u>	<u>153</u>	<u>113</u>
SUB TOTAL	916	727	454	273	214
1972 TOTAL (Elected)	2116	1330	821	506	342
COMMITTEE TOTALS					
TOTAL 1968 (Elected)	2340	1548	1015	533	354
TOTAL 1972 (Nominated)	2116	1330	821	506	342

COMPOSITION OF WARD AND TOWN COMMITTEES BY SEX  
 (IN PERCENTAGES)

---

	<u>1968</u>	<u>1972</u>
Men	65.6	62.0
Women	<u>34.4</u>	<u>38.0</u>
	100.0	100.0
	<u>1968</u>	<u>1972</u>
Women: wife, daughter	33.6	32.5
Women: individual	<u>66.4</u>	<u>67.5</u>
	100.0	100.0

## How To Run For Ward Or Town Committee In Massachusetts

### What is a Ward or Town Committee?

The ward and town committee are the basic legal unit of party organization. By statute, the committees number from three to thirty-five members. They have only two legal duties;

1. to meet immediately after election and choose officers
2. to select delegates to their parties' pre-primary state conventions. (Committees elected in 1972 will participate in two such conventions -- for U.S. Senate in 1972 and again in 1974 for constitutional offices; Governor, Lt. Governor, etc.)

### What They Really Do

This varies considerably. A few committees meet regularly in announced open meetings and encourage the participation of associate members. They are the community representatives for their parties. However, the majority of committees fall into two categories:

1. a highly personalized committee with relatives, friends and cronies of the leader who meet infrequently and unpublically
2. inactive and ineffective groups that merely serve their statutory functions

### What They Can Do

Committees have a wide range of possible powers. As the official voice of the party, they can lobby with state and national party committees and office holders. They can support or oppose legislation, and they can serve as a forum for community issues with public meetings and speeches. The committees can support and endorse candidates or perform any of the functions of a legitimate political body.

### How To Run For Ward Or Town Committee

There are three ways to run for a ward or town committee:

1. Ask to be put on the incumbent slate by calling the current chairperson (whose name is on file in the town or city hall) and requesting a place on the slate.
2. Run an opposing slate.



3. Run as an individual. The ballot design allows slate voting for ward and town committees, so being elected as an individual is more difficult.

The exact number of positions must be announced and filed with the Secretary of State on or before Tuesday, January 11, 1972.

(Another way of participating on the ward or town committee is as an associate member. Associates are appointed and have all the privileges of members except voting. Also, vacancies which may occur on the committee are filled by election of the committee itself. Any person enrolled in the party in the town or ward is eligible and should make his or her interest known to the chairperson.)

### Nomination

At least five registered voters of the town or ward must sign the nomination papers. Signers may be members of the selected party or enrolled as Independents. When running as part of a slate, all candidates appear on one nomination petition. For obvious reasons, the gathering of additional signatures above the required five can be of substantial benefit in organizing the campaign.

Nomination papers will be available by mid-January at town and city halls, and from the Secretary of State's office, Boston. The filing date for the nomination petitions in the Secretary of State's office is Tuesday, February 8, 1972. This means that town and city clerks must have the petitions one week earlier, on Tuesday, February 1.

Many of these elections are uncontested, but even an unopposed slate must appear on the ballot and be voted upon.

### Election

1. Naturally, an uncontested slate is elected, and a mixed slate of incumbents and new people would have a good chance to win.

2. Running an issue campaign against an incumbent can work. Incumbents often have not worked hard, so there is a chance to run a positive, reform campaign.

3. There is built-in people power when running on a slate. To those running add families and friends and there is a small army of volunteer workers and voters.

4. The margin of victory can be a fairly small number of votes. In 1968 only 10% of the voters came to the polls and an even smaller percentage cast ballots for ward and town committees.

5. In the April 25, 1972 primary election, the following offices will be filled:

- a. ward and town committees
- b. state committeeman and woman (by Senatorial district)
- c. delegates to the National Conventions

A bonding presidential preference poll will also appear on the ballot.



FRANCIS W. SARGENT  
GOVERNOR

THE COMMONWEALTH OF MASSACHUSETTS  
GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN

ROOM 268 • STATE HOUSE • BOSTON 02133 • 617/727-3640

CHAIRMAN  
ANN BLACKHAM

VICE CHAIRMAN  
DOROTHY PENDERGAST

MEMO ON LOCAL POLITICAL ACTION

TO: Local Presidents, League of Women Voters

FROM: Roberta Benjamin, Chairperson, Political Task Force

Over the last few months, the Commission has been investigating the status of women in the political structure of the Commonwealth; partial results of our study are enclosed.

We are gravely concerned about how few women, in terms of actual numbers and percentages, are actively participating in policy making roles both in local and state politics. We are particularly concerned right now about the local level of government and we would like to appeal to you personally for help.

Many towns will be having local elections this spring and, of course, there will also be ward/town committee slates up for election.

Because the women of the League of Women Voters have a well-earned reputation for sound, thoughtful information about what is going on in their communities, we feel they are a particularly well-qualified group of individuals to run for local office. We would like to urge your cooperation in initiating "candidate encouragement" sessions for interested women in your membership. We would hope this could be done as soon as humanly possible, for the time is short! We are willing to provide resources, information, people, and support. If you would like to work with us on such a program, please call me directory (489-2414) or write to me care of the Governor's Commission.

It is the conviction of this Commission that the privilege of citizenship and the right to vote are hollow indeed without the equal right to participate in the decision making of government and that women, as a group who have hitherto been almost invisible at policy levels, must now take concerted action to involve themselves in such roles. It is not only their privilege and their right . . . it is their responsibility to do so.



ELECTION STATISTICS ON WOMEN CANDIDATES IN 3 SUBURBAN TOWNS

<u>Towns</u>	<u>Population (1971)</u>
Lincoln	4,976
Waltham	55,437
Weston	10,437

LINCOLN:

Office	Women Running 1970	Women Elected 1970	Women Running 1971	Women Elected '71
Town Clerk	0	0	0	0
Selectman	0	0	0	0
Treasurer	0	0	0	0
Assessor	0	0	0	0
Collector of Taxes	No Election		0	0
School Committee	0	0	0	0
Water Commissioner	0	0	0	0
Board of Health	0	0	0	0
Cemetery Commissioner	0	0	0	0
Planning Board	0	0	0	0
Comm. of Trust Funds	0	0	0	0
Trustee of Bemis Fund (3-year term)	No Election		1	1
Trustee of Bemis Fund (1-year term)	No Election		0	0
Dtr., DeCordova Mus.	0	0	0	0
Recreation Comm.	2	0	1	1
Lincoln-Sudbury Reg. School Committee	0	0	0	0

WALTHAM:

Office	Women Running '68	Women Elected '68	WR '69	WE '69	WR '70	WE '70	WR '71	WE '71
Delegates (Dem. Pres. Primary)	0	0						
Alternates	1	1						
Delegates (Rep. Pres. Primary)	2	0						
Alternates	0	0						
Congressman	0	0	-	-	0	0	-	-
Councillor	0	0	-	-	0	0	-	-
State Senator	0	0	-	-	0	0	-	-
Rep. (11th District)	0	0	-	-	0	0	-	-
Rep. (8th District)	1	0	-	-	0	0	-	-
County Commissioner	0	0	-	-	0	0	-	-

## WALTHAM (con'd):

Office	Women Running '68	Women Elected '68	WR '69	WE '69	WR '70	WE '70	WR '71	WE '71
Sheriff	0	0	-	-	0	0	-	-
Mayor	-	-	0	0	-	-	0	0
City Councillor (6 pos.) (At Large)	-	-	0	0	-	-	0	0
School Committee (6 positions)	-	-	0	0	-	-	1	1
Ward Councillor	-	-	0	0	-	-	0	0
Governor	-	-	-	-	0	0	-	-
Lt. Governor	-	-	-	-	0	0	-	-
Attorney General	-	-	-	-	0	0	-	-
Secretary	-	-	-	-	1	0	-	-
Treasurer	-	-	-	-	0	0	-	-
Auditor	-	-	-	-	0	0	-	-
District Attorney	-	-	-	-	0	0	-	-
Clerk of Courts	-	-	-	-	0	0	-	-
Register of Deeds	-	-	-	-	0	0	-	-

## WESTON:

Office	Women Running '70	Women Elected '70	Women Running '71	Women Elected '71
Moderator	0	0	0	0
Selectman	0	0	0	0
Assessor	0	0	0	0
School Committee (2 positions)	1	1	3	2
Library Trustee	0	0	1	1
Board of Health	0	0	0	0
Comm. of Trust Funds	0	0	0	0
Meas. of Lumber (3 pos.)	0	0	0	0
Water Commissioner	0	0	0	0
Planning Board	0	0	0	0
Tree Warden (3 pos.)	0	0	0	0
Recreation Comm.	1	1	2	0

## ELECTION- SECRETARY OF STATE, 1971

	John Davoren (D)	Mary Newman (R)
Lincoln	344	1,676
Waltham	7,757	7,039
Weston	894	3,686

The majority of towns in the Commonwealth elect their officials on a non-partisan basis, which requires individual initiative on the part of the candidate. Although the cost of running for town office is minimal, there needs to be a concerted effort made through the press and other media to persuade women that their practical knowledge of town operations make them qualified for elective, policy-making positions in town government. In the cities, the job will be made no less difficult, but will coincide with other efforts being made to bring equal representation of women into the political parties.



## Report On Women Serving In Town And City Governments

A look at the 1971-72 Directory of Municipal Officials published by the Massachusetts League of Cities and Towns provides conclusive evidence of the underrepresentation of women in elective, policy-making positions in local governments.

In city government, where the Board of Alderman or City Councillors and the Mayor are elected policymakers, women are practically non-existent. Of the 103 aldermen, only 4 are women, of the 316 councillors, only 9 are women, and until the election of Barbara Ackerman as Mayor of Cambridge in January of this year, there were no women mayors in the 39 cities of the Commonwealth. On school committees, where one would generally expect to find more women, there are only 408 out of the 1924 members serving in both cities and towns.

In town government, the number of elective offices, and the number of seats on the various boards and committees vary considerably from town to town. But even here, where one might logically expect to find women actively involved in their local governments, only 31 women serve as selectmen of which there are 1030 in the Commonwealth. The single most important elected official, because of his conduct of town meetings and the considerable influents he exerts in appointing citizens to town boards, is the Town Moderator. There is only one woman serving in this capacity in the 312 towns of the Commonwealth, Emma Capelluzzo, Town Moderator of Wendell, population 405. The only offices which are occupied principally by women are predictably those of the secretary to the Board of Selectmen, librarian, and to a lesser degree, town clerk.

Although no statistics are available on the number of women serving on the many town boards and committees, the Massachusetts Town Government Survey indicates a trend toward the reduction in the number of these committees, the strengthening and enlargement of the Board of Selectmen, and the hiring of selectmen who serve as full-time administrators and are paid accordingly. These trends indicate the growing dissatisfaction with the efforts of part-time, male citizens, who are employed elsewhere, to handle the complex problems of modern government. Women, interested in and informed about the day-to-day operations of their towns, need to play a larger role in the governing of these towns.

Delegate Slates to National Conventions\*

<u>REPUBLICAN</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>	<u>%Female</u>
Republican at large	6	4	10	40%
(alternate	4	6	10	60%)
9th District	4	-	4	0%
10th "	-	2	2	100%
11th "	2	-	2	0%
12th "	1	1	2	50%
Totals	13	7	20	35%

DEMOCRAT

McGovern at large	9	11	20	55%
9th District	4	3	7	42%
10th "	4	3	7	42%
11th "	3	4	7	58%
12th "	3	3	6	50%
Totals	23	24	47	51%

Muskie at large	11	9	20	45%
9th District	4	2	6	33%
10th "	2	3	5	60%
11th "	4	3	7	42%
12th "	3	3	6	50%
Totals	24	20	44	45%

Chisholm - 9th District	3	4	7	58%
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Lindsay - 12th District	3	2	5	40%
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\*Although these are only partial figures, they do indicate two trends:

1. Women are more heavily represented than they were at the last Presidential primary
2. Women are more heavily represented in the Democratic party than the Republican



THE COMMONWEALTH OF MASSACHUSETTS  
GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN

ROOM 268 • STATE HOUSE • BOSTON 02133 • 617/727-3640

FRANCIS W. SARGENT  
GOVERNOR

IRMAN  
BLACKHAM

CHAIRMAN  
JOE PENDERGAST

Dear Mr. Hahn:

As you are no doubt aware, the Massachusetts Delegation to the 1968 Republican National Convention did not represent women in proportion to their presence in the population. Our staff research shows that only 25% of the Massachusetts delegates were women, and only 18% were voting women delegates. Unfortunately, these figures do not even approach the proportion of women in the voting population - 53%.

This failure of representation has been called "a logical extension into political life of our society's pervasive patterns of discrimination against women." Clearly, the selection of the 1972 delegation represents a new opportunity to alter this pattern of discrimination.

The goal of both Parties' delegate selection must be a 50% representation for women. In order to give all women, as well as young people and minorities, an opportunity to be represented through their vote or their candidacy, as much as possible of the selection should be conducted through the electoral process in each of the Commonwealth's 12 Congressional districts.

We hope that in your forthcoming State Committee meeting you will recognize the severity of this underrepresentation and will act to correct it completely.

Sincerely,

cc: Sen. Edward Brooke  
State Committeewoman

Mr. Robert Hahn, Chairman  
Republican State Committee  
73 Tremont Street  
Boston, Massachusetts





THE COMMONWEALTH OF MASSACHUSETTS  
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FRANCIS W. SARGENT  
GOVERNOR

CHAIRMAN  
ANN BLACKHAM

VICE CHAIRMAN  
DOROTHY PENDERGAST

Dear Rep. Flaherty:

As you are no doubt aware, the Massachusetts Delegation to the 1968 Democratic National Convention did not represent women in proportion to their presence in the population. Our staff research shows that only 11% of the Massachusetts delegates were women, 12% voting women delegates. Unfortunately, these figures do not even approach the proportion of women in the voting population - 53%.

This failure of representation has been called "a logical extension into political life of our society's pervasive patterns of discrimination against women." Clearly, the selection of the 1972 delegation represents a new opportunity to alter this pattern of discrimination.

The goal of both Parties' delegate selection must be a 50% representation for women. In order to give all women, as well as young people and minorities, an opportunity to be represented through their vote or their candidacy, as much as possible of the selection should be conducted through the electoral process in each of the Commonwealth's 12 Congressional districts.

We hope that in your forthcoming State Committee meeting you will recognize the severity of this underrepresentation and will act to correct it completely.

Sincerely,

CC: Sen. Edward Kennedy  
State Committeewoman

Rep. Charles Flaherty, Chairman  
Democratic State Committee  
80 Boylston Street  
Boston, Massachusetts

## How To Run For National Convention Delegate

The indisputable fact that women are underrepresented in positions of political power is easily documented: one need only consider that while women comprise 53% of the voting population, they held 17% of the delegate positions at the 1968 Republican National Convention and only 13% at the Democratic Convention. This paper is intended to help you begin to correct that imbalance here in Massachusetts in 1972.

On November 10, 1971, the Massachusetts General Court passed legislation reforming the process of delegate selection. The Governor is not expected to sign the bill into law. Thus, although the Court could act again when it reconvenes in January, it is very doubtful that any change in delegate selection will be effected before the April primary. Therefore, the following outline describes the delegate selection process under the present law (Chapter 53, Section 70), indicating in parentheses changes called for in the reform bill.

### Synopsis of State Law Provisions

1. Access to the Ballot. Women can run for delegate positions on two levels, state-wide and Congressional level, by submitting the necessary papers. For delegates-at-large, the nomination can be made by the state committee or through a nomination paper signed by 2500 voters (not more than 500 from any one county). On the district level, the papers must be signed by 500 voters.
2. Nomination Papers. The papers should be requested from the Secretary of State, and filed with his office between January 11, 1972 and February 29, 1972. Nomination papers may include eight words expressing presidential preference, present or former offices, and/or veteran status. These words will appear on the ballot if presidential preference expressed gives written or telegraphed consent to the Secretary of State by February 29, 1972. Nomination papers may include more than one candidate for delegate or alternate requiring 500 or 2500 in total. (The reform bill requires candidates to run as slates, committed to a particular candidate or uncommitted, and candidates for delegates and alternates must run as pairs.)
3. Ballot Position. Ballot position is determined by lot, with the exception that the complete slates appear first, followed by partial slates, and then the individual candidates.
4. Appointment. State committees determine the number of delegates and alternates to be elected at-large and on the Congressional



district level. This must be done by February 16, 1972. However, state law requires that a minimum of two delegates be elected from each Congressional district. (The reform bill requires that at least 80% of the delegates come from the district level.)

5. Binding Nature Of The Primary. All delegates are bound to vote for the state-wide winner of the presidential primary on the first convention ballot unless released by that candidate. (Reform bill eliminates the binding presidential preference primary, but binds delegates to vote on the first ballot for the presidential candidate for whom they indicated personal preference on their nomination papers, again unless released.)

#### Relevant Information About The Parties

1. Size of Delegation. The size of each delegation is determined by a complex formula involving total population and the size of the vote for the party in the last presidential race. The following is a breakdown of the delegations in 1968 and 1972, but these figures may be confused since the state committee can divide the votes allotted to the at-large slate in any way it chooses. In 1968, the Democrats sent an at-large slate of 56 people for 46 votes (20 people had  $\frac{1}{2}$  a vote). Figures for 1972 show only the number of votes.

<u>1968</u>	<u>Democratic</u>	<u>Republican</u>
a. At-large	56	8
b. District level	24	24
c. National Committee	2	2
d. Alternates	<u>70</u>	<u>34</u>
TOTALS:		
e. positions	152	68
f. votes	72	34
<u>1972</u>		
a. At-large	max. of 76*	8
b. District levels	max. of 24	24
c. National Committee	2	2
d. Alternates	<u>61</u>	<u>34</u>
TOTALS:		
e. positions	163	68
f. votes	102	34

\* To the present, the Democratic State Committee has nominated an official at-large slate which has never been challenged, and, hence has never appeared on the ballot. This year, the State Committee is "untimely" by definition of the McGovern Commission because it was elected four years ago. Thus, it cannot nominate an official



slate. However, there will most likely be an at-large slate composed of prominent Democrats from the state. It is anticipated that Kennedy will play a key role in this selection. The proportion of the delegation that the at-large slate takes, however, is highly contestable at this point (see suggestion for action 1D).

GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN

Task Force on Education Report

GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN  
Task Force On Education Report

When Governor Sargent established the Commission on the Status of Women, he expressed his commitment to the full development of the potential of each Massachusetts citizen, both as a basic right, and as essential to the economic development of the Commonwealth. The Task Force on Education, in carrying out the Governor's charge, conceived its role to be two-fold:

First, to encourage in a girl or woman a sense of unlimited aspiration -- the confidence to follow educational paths to any career to which she is attracted.

Second, to open up opportunities in the field of education for women -- to remove any discriminatory practices which set a limit to achievement as student, faculty, or member of the administration.

The basic Task Force study was directed to both academic and vocational areas, including a sample of public school systems, colleges, universities, and professional schools, as well as business, trade, and technical schools. (See Appendix A for sample and methodology.) Although studies have been made in recent years of the status of women in individual schools and school systems, we believe that there has been no overall assessment of opportunities for vocational and academic education for an entire state. This study thus makes a modest beginning in the direction of setting forth the total options open to a woman within a limited political sphere. This in turn makes possible appropriate political action to remedy discrimination or other practices which hinder the full development of all citizens and the economic development of the state.

The major findings of the study are given in the section immediately following: supporting data and expanded discussion of these points will be found in the body of the report.

### SUMMARY OF FINDINGS

The Task Force on Education has found that girls and women are not given equal educational opportunities with boys and men in Massachusetts' schools, colleges, and universities, both public and private, as students, faculty, and administrators.

#### Finding #1: Public Schools



In public education below the college level, although student bodies are almost universally coeducational, with roughly equal numbers of boys and girls, higher level administrators and faculty are overwhelmingly male. Thus girls are provided with few female role models to encourage aspiration to a variety of occupations. Curriculum distinctions, and texts in use have served to weaken girls' confidence in their abilities, in sports, manual skills, and mathematics and physical sciences.

Expenditures for boys' sports outrun similar expenditures for girls' sports by ratios as high as 100:1, with dollar differentials as high as \$150,000 per year. Women faculty receive lower salary increments than their male counterparts for identical sports with differentials up to \$1000 per year among male and female basketball coaches.

Despite the passage in 1971 of House 622 forbidding discrimination by sex in Massachusetts schools, at least 25% of responding schools in sample replied that both sexes were not admitted to all courses; even where no administrative prohibition was reported, shop classes were largely male, and home economics classes largely female.

#### Finding #2: Colleges and Universities -- Undergraduates

Although numbers of boys and girls in high school graduating classes are roughly equal, only 1/3 of the enrollment in Massachusetts universities are women. It is understood that universities because of size, endowment, or budgetary allotments, can offer a wider range of courses, better libraries, more fully-equipped laboratories, greater opportunity and incentive to students for continuing on to graduate or professional studies. Yet Massachusetts girls are channeled to state colleges, where they constitute 2/3 of the enrollment. Despite highly competent and dedicated faculty at these institutions, lack of facilities effectively narrows vocational choices for young women undergraduates to public school teaching; and opportunities for advanced study are extremely slight.

#### Finding #3: Universities -- Graduate and Professional Study

In admission to advanced study, young women again fare worse, since so few have a background of university undergraduate education, an important factor in admission to graduate study. Few women aspire, and even fewer are accepted to graduate study; only about 26% of all graduate students in Massachusetts, on a full-time basis, were women. Similarly, of first professional degrees conferred by Massachusetts institutions, 1969-70, women received only 5% in law; 8% in medicine; 8% in architecture; and in other fields, women

recipients were a similarly low percentage.

Yet women presented slightly higher undergraduate records than did men applicants to graduate study in 1971, according to a few fields reported by responding institutions to Task Force questionnaires; on Graduate Record Examinations, men scored slightly higher. Greater correlation has been found between undergraduate grade averages and performance in graduate school than for any other indicator.

#### Finding #4: Trade and Technical School

In the area of high school or post-high school vocational education, there are few places for women. In the newly-built, highly-modern regional vocational schools, there are more than 4 times as many places for men as for women. In the terminal-occupational courses in Massachusetts Community Colleges, there are about 40% more places for men; there are 4 times as many places for boys in vocational schools linked with high schools. Only in the business courses did women predominate, by a 4 to 1 ratio. Thus girls are being trained for the relatively low-paid jobs in which women have always predominated.

#### Finding #5: Faculty and Administrative Positions -- Colleges and Universities

Most high-level administrative positions, and top-ranking faculty positions are held by men. This serves to waste the potential of those women who have persevered through graduate school, and further inhibits the aspiration of the next generation of women students.

#### Possible Explanations for Second-Class Status of Women in the Field of Education

Massachusetts has a long and proud history in the field of education, with a claim to the first public school, the first college, and many other notable achievements. If it appears, then, that Massachusetts is not offering equal educational opportunities to its girls and women, it is necessary to investigate possible reasons for these inequities. Several hypotheses can be offered to explain differential treatment of the sexes:

- A. The first, and most appealingly simplistic explanation, is that when girls are compared to boys, or women to men, the former are inferior with respect to intelligence, manual dexterity, physical strength, or other qualities needed in



studies or employment.

B. A second possibility is that the females are equal in ability to males, but do not try to achieve success because of social constraints, poor self-image, or lack of female role models.

C. Another possibility is that the females are equal in ability, do in fact try to achieve success, but are barred by discriminatory practices.

D. A final possibility to be considered (more could probably be advanced) is that society, through the state, explicitly accepts discriminatory practices in the educational system because girls and women do not "need" academic or vocational education as much as do boys and men. This explanation assumes that women will be provided for throughout their lives by father or husband or son, and will not need to provide for themselves or anyone else.

Any or all of the above possible explanations of differential education offered to the sexes may be accepted by many men and women of the Commonwealth who elect the school committeemen and legislators who control school budgets, or legislate tax exemption and grant policies. But especially in an area so fundamental as education, we must not accept ideas from the past without testing their validity. Is there evidence to support these explanations? A remark by President Kennedy at the 1962 Yale commencement is appropriate here:

"The great enemy of the truth is very often not the lie--deliberate, contrived and dishonest- but the MYTH, persistent, persuasive and unrealistic. Too often we hold fast to the cliches of our forbears. We subject all facts to a prefabricated set of interpretations. We enjoy the comfort of opinion without the discomfort of thought."

In the light of that quotation, we must search for evidence or discard the explanations listed above--some of them may indeed be myths whose day is past. The average Massachusetts citizen and taxpayer has little time to spare from his working day to investigate the philosophy and operations of the state's educational system. The Task Force on Education has applied itself to investigate these statements, to discover any available evidence, and to present these findings in the report that follows:

Where is the evidence that girls are inferior to boys with respect to intelligence?



"There is no difference in intellectual development; there is complete equality between boys and girls." Jean Piaget<sup>1</sup>

With respect to the belief that boys are naturally brighter than girls, or "catch up" and surpass after a slower start in the elementary grades, we could find no objective proof. What evidence there is of objective performance as measured by grades, in fact seems to imply the contrary. Psychological testing as summed up by Maccoby has found there is no conclusive proof that either sex is superior.<sup>2</sup> Piaget, one of the most eminent of current students of child development, finds no difference in intellectual development, as quoted above.

It was not possible to obtain comparative achievement test scores of boys and girls in Massachusetts schools since sex classification has been eliminated to avoid the appearance of discrimination, according to Mr. Clement Perkins of the Massachusetts Department of Education Research Division. It is also alleged that Horace Mann, first among Massachusetts notable educators, did not require that school keep records on girls' attendance or grades, since they were deemed uneducable. More boys than girls "drop out" before high school graduation, but this may well neglect boys' greater independence, culturally accepted, and dissatisfaction with institutionalized learning. Nevertheless, the major arguments used by opponents of equal admission to Boston Latin on the basis of test scores was that Boston Latin would then have a majority of girls.<sup>3</sup>

In applications for entrance to Massachusetts State Colleges, the median secondary school grades of women who were admitted was about 50 points higher than for men,<sup>4</sup> although this may only reflect discriminatory admissions to Massachusetts universities. (See Section C)

In applications for entrance to graduate school, only a few fields were reported on by the institutions responding to the Task Force questionnaire (Form 2, Appendix A). In those fields reported, however, women applicants slightly surpassed men in 31 fields in undergraduate grade point average, did equally well in 5 fields, and less well in 3 fields. (Table XIII-B) On the Graduate Record Exam, in a similarly small group of scores reported, men surpassed women by a slight margin in 24 instances, and were lower in 12 instances.

Universities were apparently unwilling to report on scores at the professional level (law, medicine, etc.). However, the Dean of the Harvard Law School reported that women on the average presented

slightly better undergraduate grades, while men did slightly better on the pre-professional examinations.<sup>5</sup>

Thus at all age levels, available data suggests that relative academic performances of girls and boys, men and women, do not differ significantly. Moreover, the differences within each sex, between the brightest boy or girl, and the dullest of the same sex, is much greater than the differences between the sexes.

Intelligence and achievement measured by school grades and examination scores is not the only relevant characteristic to be looked at when considering the investment of state funds in the educational area. In vocational education, an aptitude for mechanical problems and manual dexterity, as well as physical strength may be required. Is it worth while, or even possible to train girls and women in technical and trade occupations?

To quote Piaget once more, girls on the average made a poorer showing on his tests in mechanical problems. Piaget commented, "I never saw any reason for this retardation except for lack of interest. I can't imagine any other explanations."<sup>6</sup> To account for this lack of interest by girls would involve recapitulation of the entire socialization process whereby the female child is given dolls and dishes while the male is given trucks and chemistry sets. Suffice it to say that those girls with requisite interests may be presumed equally competent in mechanical operations. The Bureau of Apprentice Training of the U.S. Department of Labor in 1970 reported women apprentices placed in over 100 skilled occupations ranging from auto mechanic to universal equipment operator. Over 1800 women were in registered apprentice programs in 1970, working as plumbers, operating engineers, shipfitters, aircraft mechanics and machinists.<sup>7</sup>

The question of physical strength is also important in assessing the ability of women to enter into technical and trade occupations, even in a pushbutton age of automated technology. Although some girls are much weaker physically than the average boy of the same age, some are stronger, as indicated by the recent women's Olympic Teams. Again, the range of physical strength between the strongest and weakest boys is greater than the variation in physical strength between boys and girls of average abilities. It is possible for some women to choose occupations which require physical abilities not possessed by all women.

Thus it does not appear from available evidence that women are inferior in physical or mental abilities required to pursue either academic or vocational studies. Yet the study by the Task Force on Education found women to be only a small minority of the skilled trades, in graduate study, or the professions. Can the explanation



be lack of aspiration?

B. What is the evidence that women, although equal in ability to men, do not try to achieve success because of social constraints, poor self image, or lack of female role models?

"It's easy. Even I can do it. And you know how stupid I am!"<sup>8</sup>

A recent unpublished study of toys at one of the larger children's goods stores in the Boston area emphasized the difference in toys designed to be purchased for boys or girls, that is showing pictures of boys or girls on the cover or instructions or toy itself. The girls' toys were adult life models, dolls and dishes, carpet sweepers and carriages; boys' toys were trains, trucks, chemistry sets, often electrically -- or battery-powered, which can be worked with, or taken apart, to foster curiosity about mechanical and physical problems.<sup>9</sup>

If as Montessori believed, the child is working in his play, "making himself," the girls have less to work with, and are constrained to make themselves into wives and mothers. Boys' toys foster creative and skill development. A recent study showed that both boys and girls, given a choice, select male activities and toys up to about the 5th grade.<sup>10</sup>

Trade books and texts alike further the concept of girls as weaker, more timid, less physically and mentally capable than the male counterparts in children's stories.<sup>11</sup> The Caldecott medal winners in the past five years show a ratio of 7:2 of male to female characters. Boys are shown in exciting and adventurous activities, in a variety of tasks. "Not one of the women in the recent Caldecott sample had a job or profession. At a very early age, then, children are being taught that boys grow up to act and do, while women grow up to serve, have children, and be feminine."<sup>12</sup>

The Task Force is in the process of analyzing children's trade books and readers used in Massachusetts schools. Publishers' response to questionnaire indicate recognition of this problem.<sup>13</sup> At the college level, a study of Freshmen English essay anthologies has been made by the Task Force, reflects both inadequate treatment of women as subject, and a predominance of male editors (related to higher faculty status).<sup>14</sup>

A 1971 study of violence on children's television programs noted also that few women were present.<sup>15</sup> A Task Force member who had participated in that study undertook an analysis of the content of



TV commercials, news, and entertainment programs with respect to presentation of women. The image of women in monitored programs, reflected the stereotype of the female. The women appearing in TV programs were frequently only shown, while an authoritative male voice-over explains the virtues of the product; such women appear to have no thoughts or problems not associated with cleaner laundry or personal charm. In entertainment programs women are usually shown in a number of subordinate roles as secretary, wife or maid, while men on the programs are doctors, teachers, U.S. Marshals. The only women appearing on the newscasts monitored were: a murdered nurse; a captive bride; a young tennis star.<sup>16</sup>

Thus stereotypes of not-too-bright females are presented throughout the formative years, through a variety of media. The stereotypes presented in school texts and illustration weaken the confidence and interest of girls in scientific studies and mechanical problems, as well as participation in sports. By showing only boys as protagonists in adventures, by frequent textual disparagement of girls' mental and physical abilities, the girl is led to narrow her options to fields in which she may excel because few boys will compete -- i.e., home economics, English, good behavior.

Moreover, the Task Force study of the distribution of faculty and administration of the public school systems of the state serve to reinforce the concept of male leaders and female followers. The sample of school systems surveyed revealed no woman superintendents of schools (the one woman among 351 Massachusetts cities and towns did not appear in the sample); only 6% of the High School principals were women; 9% of the Assistant and Associate Superintendents were women. (See Table X) Similar distribution of upper ranks of faculty and administration are found at college and university level. (See Table XII, XV) Among the 9 private universities, there is no woman president. Among the 35 private 4 year colleges, 6 (all women's colleges) were headed by women 4 of whom are members of a religious order. Of the 19 2 year colleges, including 8 women's colleges, none are headed by a woman. There is no woman president at any of the state-run colleges or universities, and the administration generally follows suit.

Preliminary findings of a study of Massachusetts Guidance counselors, who are themselves frequently graduates of Massachusetts schools and colleges, indicated that both male and female counsellors admit to some feelings of ambivalence with regard to counseling girls to aspire to non-traditional fields and professions.<sup>17</sup> Another Task Force study, directed to School Committee chairmen, reveals a dearth of female selections for higher administrative posts.<sup>18</sup>

Even with respect to use of athletic equipment and facilities, girls are conditioned to accept the fact that gymnasium and playing fields will only be made available to girls when the boys do not need them. In the Task Force sampling of school systems, women faculty coaches generally receive less than  $2/3$  the increments of male coaches in the same sport, basketball. (Table VIII) Only 1 school system reported spending as much as \$10,000 on girls' sports in 1971 yet  $2/3$  of the sample reported spending over \$10,000 on boys sports. (Table VIII-A)

After a student lifetime in the educational system now in force in Massachusetts, it would be suprising if many young women emerged with confidence in their ability to compete with young men in physical or intellectual competition. A recent study indicated that "from elementary school through college, females have comparably lower expectancies about their intellectual and academic accomplishments than males do, despite the fact that their performances are typically as good or better than those of their male counterparts."<sup>10</sup>

Despite the passage of House 622 forbidding discrimination in admission to all classes in Massachusetts public schools, response to the Task Force questionnaire indicates little affirmative action to encourage both sexes to enroll in shop classes and home arts classes. Thus while the girls are "protected" by school and society from difficult or dangerous situations, their skills and self-confidence in ability to handle mechanical problems are correspondingly diminished. Yet when the Task Force queried school departments and colleges in other states, it was learned that several have introduced "Education for Living" courses which prepare both sexes for practical aspects of operating and maintaining a variety of mechanical and electrical appliances and equipment.<sup>19</sup> Under the present Massachusetts system in practice, young girls have no opportunity to discover their own interests and skill in areas leading to future jobs in the skilled trades.

C. What evidence can be found of explicit discrimination against women in education?

"Bok Calls for 2.5 to 1 Ratio in Undergraduate Admissions"<sup>20</sup>  
The limitations discussed in Sections A and B above do not always imply discrimination against women per se. If in most school systems 8th grade girls are automatically enrolled in a cooking class, it does not seem to reflect a conscious design to prepare all women for lives as cooks, but the persistence of the wisdom of an age that has disappeared. It was true as recently as 50 years ago that there was little opportunity for women to work outside the home; most women would marry and have several children, with neither funds nor public facilities to assist in caring for these children. In these circum-



stances, the ability to cook was probably the most essential skill a woman could possess, and in many cases a source of satisfaction as one of the few creative acts possible in a daily round of cleaning, washing and making do. But it is in major vocational and academic areas going far beyond the outmoded division of boys and girls into shop and cooking classes that discrimination has been found by the Task Force on Education within the Massachusetts system. Girls and women do not receive an equal education in terms of dollars spent, courses provided, or higher educational opportunities offered; women faculty and administration are concentrated at lowest ranks, at salaries below male counterparts.

One of the curious and unexpected findings of the toy study referred to above was that the great majority of expensive ( \$15 or more) toys and games were illustrated by pictures of boys on the cover and instructions. This could be explained by the different material costs or technological equipment required for a model railroad as compared to a doll or cooking set. But, given the inclination of toymakers, like other businessmen, to maximize profits, it is more likely that this indicates that adults, even equally-loving parents, are less willing to purchase expensive toys for girls. There is a subconscious acceptance that items which may be "good enough" for a girl, will not suffice for a boy.

Is the same principle operative in evidence that the new handsomely equipped regional vocational-technical schools have been designed primarily for the education of young men? There are 4 times as many places for men as women in these schools. (Table II) Vocational training for women continues mainly in aging high schools. There are almost 50% more places for men in the occupational courses in the Massachusetts community college system. There are 4 times as many places for boys as for girls in vocational schools tied-in with high schools. Only in business courses do girls predominate, in a 4-to-1 ratio. Total places for men in vocational training in Massachusetts public schools are almost 3 times in number the places for women.

Within the vocational program, men are enrolled in Technical and Trade programs -- automotive repair, sheet metal, carpentry, welding; these programs will lead to well-paid jobs in skilled trades. Women are enrolled in secretarial programs, while men are enrolled in "Administrative and Management" programs. Women are enrolled in health-technician programs, men in data-processing. (Table II-A) As the bureau of Labor Statistics pointed out in its projection of "manpower demands" in the 1970's, half of all women workers are employed in 65 occupations.<sup>22</sup> This concentration reinforces and exacerbates the low wages traditionally associated with women's work, since there are too many trained for the same field. It is at this



level of vocational training that social distinction between girls' and boys' roles becomes the foundation for lifelong income distinctions between men and women. "Women who work at full-time jobs the year round earn, on the average, only \$3 for every \$5 earned by similarly employed men."<sup>23</sup> Vocational training channels women into clerical and low-paid service work while men predominate as craftsmen, managers, and blue-collar workers.

In undergraduate education also, women are channeled into state colleges where they represent 2/3 of the enrollment, and discriminated against in admission to universities where they represent only 1/3 of the enrollment. The 1972 "Guide to Financial Admissions Information of the Massachusetts State College System" suggests to prospective applicants for each of the 9 state colleges that they compare their high school grade point average with similar averages for those admitted to that college. An example is given for "Carol" who with a high school G.P.A. of 2.8 would have a 50% chance for admission; but Tom, Dick, or Harry with the same 2.8 average would have an 81% chance of admission. It is not the obvious discrimination which is most offensive; the reason that the girls' average so greatly outdistances that for boys is that the brighter boys, corresponding to the brighter girls, have applied and won admission to the universities, public or private. And the usual corollary also applies -- tuition at the state colleges averages about \$200. at the state university about \$600, and at the private universities about \$2000.

Just as with the distribution of courses at the vocational schools, the state colleges concentration on education courses leads to large numbers of graduates narrowly oriented to public school teaching. This is at present worsened by the declining demand for teachers, so that the system will turn out many more graduates with this specialty than the system can absorb, thus depressing salaries, or slowing increases, for those already in the field. When we compare the annual output of trained teachers, or nurses, to the tightly controlled output of doctors, we already have a partial explanation of salary differentials between these professional groups.

Even if the numbers are accepted, and discrimination admitted by the private colleges and universities (as Harvard explicitly states its ratio as 5:2) some may question the right of outsiders to insist on non-discriminatory policies. These are private institutions; can the state interfere in undergraduate selection policies without destroying the quality of these institutions?

The excellence of Massachusetts private universities is not in question. But this very excellence, coupled with vigorous lobbying against competition by public institutions, has left Massachusetts

with a very smaller and weaker collection of state colleges and universities than is true of any other state in the union. Therefore, like the shoemaker's children who go without shoes, Massachusetts young women (and to some extent young men, since our excellent institutions attract a large out-of-state enrollment) go without high-level education, graduate study and professional opportunity. Is this unfortunate situation then the responsibility of private enterprise?

The answer is that "private enterprise" in education, as in aircraft manufacture or railroad transportation is somewhat of a myth, and growing more so daily, as the very hard-pressed private schools seek federal and state aid for financial survival. Education is a matter of fundamental concern to the state and nation; as such we cannot begrudge public assistance to the institutions which provide the education. This assistance takes many forms; property tax exemption; research grants; scholarship funds. Thus the state or federal government already "interferes" with private enterprise in education to a considerable degree. Is it not reasonable that the taxpayer who provides the wherewithal have the right to insist on non-discriminatory admissions policies? If private institutions forego tax-derived funds, they may admit whomever they please. But if they wish to administer the distribution of our tax monies, they must do so fairly. Sex-blind undergraduate admissions were defeated in the pending Higher Education Bill at the federal level as the result of strenuous lobbying by private universities and colleges. Our only remedy in Massachusetts where the private institutions constitute such an important sector of our total educational system, is to enact legislation at the state level ensuring equal admissions policies. As Representative Green indicated, without equal admissions at the undergraduate level, non-discriminatory policies at the graduate levels are meaningless.<sup>24</sup>

Admission applications to Harvard Law School for example are rated on a point scale depending on the excellence of the undergraduate school, and the record of previously-admitted students from the same school. Because of a lack of major library facilities at the state colleges, it is unlikely that many of the young women graduates will think of applying to law school; but it is even more unlikely that they would be admitted.

Even setting aside the question of undergraduate preparations, there is evidently discrimination in admissions to the Harvard Law School. (The repeated use of Harvard is not intended to imply that Harvard is any more discriminatory in its graduate and professional admissions than many other private institutions in Massachusetts; its activities, however, are better publicized.) Total applications to Harvard Law were 6170 in 1971, of whom women were 844 (13½%). Women admitted were 107, also 13½%.



"Our present policy with respect to women applicants is to try to treat them exactly on a par with male applicants. ...We have... satisfied ourselves that in fact we admit virtually the same proportion of women applicants as of men applicants at every level of objective qualification. ...Women applicants have a slight edge in undergraduate grades while men present slightly better LSAT scores -- but on the whole these are minor."<sup>25</sup>

It is well that Harvard male administrators, faculty and admissions committee have "satisfied themselves" that their admissions policies are fair. Certainly they probably strove to select the best of the women applicants. But of that self-selected group of young women applicants who rose above the limitations of societal discouragement and overt discrimination to apply to Harvard Law School, are not a very large proportion likely to do well? What is Harvard's responsibility for the situation when the President of the United States cannot nominate a woman for the Supreme Court because of the "small pool" of women lawyers from which to make a selection -- and this most prestigious of the nation's law schools can only admit women at the level of 13% of its admissions? Especially since, according to Dr. Chase Peterson, Director of Admissions, the reason for increased applications to Harvard undergraduate status by women this year was that formerly women saw little chance of admission to the smaller Radcliffe?

To look at the other side of education, the lack of women at higher ranks of faculty and administration is true in Massachusetts as it is nationwide. A young women student in Chemistry will not be inspired or emboldened to enter Ph.D. studies leading to college teaching if she observes no women faculty in her field, or finds them given only low rank and slow promotion. The lack of tenured women professors is an overt example of discrimination. Likewise the women faculty without representation as Deans or college Presidents find the route to advancement more difficult. (Table XII, XLV, XV, XVI).

Salaries for women at all faculty ranks are lower than for their male counterparts at both 4 year colleges and universities, (Table XII, XVI). Since federal agencies, HEW and OFCC are moving only slowly to require equalization of salary schedules, and because the forthcoming Higher Education bill covers public institutions only, Massachusetts must take action to prevent discrimination in rank and salary against women faculty and administrators.

In other less widely-recognized areas also, discrimination against certain groups of women, or ignorance of their needs, has hampered their educational progress. In some Massachusetts schools,



because of grade structure patterns in predominantly black schools, black girls are channeled into predominantly black high schools, where there is less emphasis on college preparatory courses and vocational training is limited to low-paid, semi-skilled trades.

The "Project Hope" report "Children in the Streets" using data compiled by Sister Francis Georgia estimates that almost half of Boston's Spanish-speaking school age children are "out of school". Parents are handicapped by ignorance of opportunity for bi-lingual education; the inadequacy of bi-lingual programs in Grades 7-12 also effectively limits opportunities for vocational training for skilled jobs, and destroys aspiration for college education.

For women in prison also, educational opportunities are more restricted than for the average woman. Instruction at the Framingham Institution is provided by just one teacher from elementary through high school levels; the woman offender must request permission from her social worker to attend classes, and must first complete work assignments for the day. (Of an average 280 inmates in 1971, school enrollment was 89). Study leading to the GED high school equivalency diploma is hampered by the Department of Education rulings that no one under age 19 may receive a GED certificate. Since education would remove handicaps to employability, it might prevent return to old ways and habits. Thus it is doubly unfortunate that resources allotted to education at women's institutions are so limited.

D. Women do not "need" education as much as male "breadwinners."

"Women with some college education, both white and negro, earn less than Negro men with 8 years of education. Women head 1,723,000 impoverished families..."<sup>26</sup>

Even though evidence has been presented in the preceding sections that women are equally capable as men for training and education in a variety of fields; that women are hindered in aspiring to highly skilled and professional work by a poor self-image fostered by societal pressures, structured by school texts, curriculum pattern, and male leadership of the Massachusetts educational system; and that women are discriminated against in admission both to vocational schools and colleges and universities at undergraduate and graduate levels, yet another tired cliché may raise its head: Does a woman "need" the education as much as a man of similar ability? Is not the man the breadwinner? If we set aside for a moment the very important question of development of human potential, and look merely at the economic aspect, still we find only another hard-dying myth.

Nowhere is the general reluctance to accept the changing society more apparent than in the persistent myth that women work only for

"pin money." It is still widely believed, flying in the face of recorded labor force data, that a woman will work for only a few years after high school, will then marry, and will never again need to support herself or anyone else. But if we look at the evidence; according to the Department of Labor, married women in the past decade have been the fastest-growing component of the labor force. Of the 37 million women who worked at some time in 1968, 17% were widowed, divorced, or separated; many of these women were raising children in a fatherless home. Another 23% of women workers were single." An additional 30% had husbands present whose incomes were below \$7000, at a time when a low standard of living for a family of 4 was estimated at 6567.<sup>27</sup> Thus 70% of working women were supporting themselves and often children or other dependents as well.

Some families are well-provided for by the earnings of husband and father; many are not. Since no woman can foresee her future status with respect to widowhood, divorce or separation, in economic terms alone it is shortsighted for Massachusetts to restrict the educational opportunity and thus the earning power of women. The costly AFDC welfare program reflects in part the lack of training and opportunity for women.

The average working woman will spend 25 years in the labor force; over such a time span, women must have equal opportunity for advancement and adequate pay. Without academic or vocational education, women are effectively barred from achieving advancement.

#### RECOMMENDATIONS OF THE TASK FORCE ON EDUCATION

The studies of the Task Force on Education have demonstrated that women have the ability to pursue any field of training of education in which they are interested; that aspirations are discouraged by the differentiated curriculum and administrative and faculty structure of the Massachusetts public and private school system; that there exists discrimination against women in admission to private colleges and universities; that women faculty and administrators receive lower pay and rank than male colleagues; that women are not admitted in equal numbers to graduate and professional study, partly because they are not admitted to undergraduate status in universities; and finally that a Massachusetts woman will need all the education she can obtain in order to provide economic security for herself and other dependents throughout life. Therefore the Task Force on Education has made recommendations below for executive and legislative action to remedy the situation.

We believe the Massachusetts Governor and Legislature have been unaware of the unequal educational opportunity given to Massachusetts girls and women. Yet state fiscal practices, tax exemptions, grants and scholarship funds have permitted the creation of great inequality



of places for women in vocational and academic education. It is asking too much of the 17 year old high school girl to expect her to cope with the institutionalized injustice of discriminatory admissions policies. Thus the young woman is closed out of a variety of occupational fields before her working life has begun. Such young women may blame themselves for lack of diligence, or parents may blame themselves for excessive permissiveness, but the true fault lies with the Commonwealth itself. We cannot afford to make Ph.D.'s or tool-and-die makers of all our young people, nor would most high school graduates wish to take those roads. What we can and must do, however, is to alter our entire educational structure, public and private, so that our scarce state funds may be allocated to the best advantage. We must insist that all our schools which benefit so greatly from tax-exemptions, state scholarship funds, and other grants, perform the function for which the Commonwealth awards these funds and exemptions. That is, these institutions must educate the best qualified of our youth without discrimination as to sex.

1. Discrimination in admission on account of sex should be forbidden to all institutions, public and private. Private institutions are granted tax-exemptions by local government, and awarded grants, scholarship funds, and other financial aid in return for the service performed in educating young Massachusetts citizens. That service is not well performed when half the youthful population is denied equal access to educational opportunity.
2. The Secretary of Educational Affairs should require affirmative action by Massachusetts educational institutions to ensure that numbers and percentages of women in administrative and faculty positions are increased. He should be empowered to require an annual report from all schools, colleges, and universities with respect to admissions by sex, and distribution by sex of faculty and administration; he should be granted authority to deny funds and tax exemptions to institutions which discriminate in admissions or hiring or promotion because of sex.
3. The Massachusetts Commission Against Discrimination should be funded to permit enforcement of existing anti-discrimination legislation with respect to educational institutions in the area of sex bias in hiring, promotion, and salary policies.
4. The Department of Education should develop a curriculum of Career Education, so that from the lowest grades young boys and girls will be aware of all occupational possibilities, and develop motivation toward career goals.
5. The Massachusetts Department of Education should set up a



separate school district, adequately funded, for those in custodial institutions, and should carry out a high-level, year-round program of academic and vocational education for inmates, to improve employability on release; should provide special instruction for women with learning disabilities.

6. The Department of Education should assist local school districts in setting up a program of instruction from K-12 for both boys and girls, dealing with "Education for Living" -- the maintenance of houses, household appliances, automobiles; as well as instruction in legal, medical, and other problems associated with the new age 18 majority.
7. The Department of Education should expand its activities in the area of Equal Educational Opportunity, to include an interest in women to aspire to skilled and professional careers, and to persevere in education toward these goals; should increase its employment of black, Spanish-speaking and minority women.
8. The Massachusetts Department of Employment Security should continue and increase its programs for encouragement of women, particularly minority women, to enroll in vocational training.
9. There are many other areas of concern to women which, for reason of lack of time, and no funds, the Task Force was not able to investigate. We would, therefore, further recommend that the Massachusetts Department of Education set up a permanent committee on the changing role of women, which would be charged with: following up efforts for legislative reform; looking into creation of flexible curricula for women with family responsibilities; study and suggest texts and curriculum pattern to portray women in favorable light in public schools; take affirmative action to improve the percentage of women at top levels in the Department of Education; request M.A.C.E. to study the status of women in Massachusetts schools and institutions of higher education.
10. The Governor's Commission on the Status of Women should be adequately funded to permit continuing studies of needs of women and to assure communication between interested groups and state administration and legislature.
11. The Board of Education should be directed to assure the implementation of House 622 banning discrimination in Massachusetts schools on account of sex.
12. The Department of Education should establish an information

center to follow developments in education for women and disseminate information on financial resources available to independent study groups; should require schools and school districts to maintain records of students, faculty and administration by sex, in order to identify inequities; establish committee to make annual reports on action by state agencies with respect to hiring and promotion of women; provide for the dissemination to school system and other interested persons the findings of the six task forces of the 1971-1972 Commission on the Status of Women.

#### Task Force on Education

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PROGRESS REPORT  
EDUCATION TASK FORCE  
1972-1973

Since the report of the Education Task Force was submitted to Governor Sargent in June, 1972, there has been some progress toward equality of opportunity for girls and women within the Massachusetts educational system.

Representative Ann Gannett introduced and secured the passage of an Act (Chapter 175, Acts of 1972) forbidding sex discrimination in admissions to graduate programs of higher education, both public and private.

Based on Task Force recommendations, legislative proposals were drafted by Diane Lund of the Harvard Law School, at the request of Emily Kales of Representative Pina's staff, and the bills were filed by Representative Pina. Hearings were held on these bills; testimony was given by Representative Ann Gannett, Jeanne Kangas, and Blanche Fitzpatrick of the Governor's Commission:

- Bill #2879: Bill requiring equal employment practices and equal educational opportunity for women and minorities in public schools, with annual compliance reports to be filed. (Recommendation 1)
  
- Bill #2880: Bill requiring equal employment opportunity and equal educational opportunity in public institutions of higher education, for women and minorities, with annual compliance reports. (Recommendation 2)
  
- Bill #2882: Redefines minimum curriculum in public schools, combining household arts and shop courses, for both sexes. (Recommendation 6)
  
- Bill #2883: Set up within the Department of Education a Bureau of Expanded Opportunities, to assist local school guidance departments in encouraging career choices without sex-stereotyping. (Recommendation 4)

These bills are now being considered by the full Education Committee of the Massachusetts House and Senate; Jeanne Kangas is directing the lobbying effort.



The Chairman and Education Task Force members have served on panels or otherwise participated in conferences at which sex-discrimination was discussed. (Guidance Counsellors of Massachusetts -- Conference May, 1972; Counseling Women Today for Tomorrow -- M.P.G.A., January, 1973; Sexism in Public Schools -- Chapter #622 -- Boston Mayor's Committee on the Status of Women, March, 1973). Nevertheless, there is still great need to inform students, parents, faculty, guidance counsellors and administrators at all levels of private and public education of the findings and recommendations of the task force study. In addition, a study of continuing education opportunities for women wishing to return to an educational pursuit or the labor force has been undertaken by Caron Karas, an intern volunteering with the Commission.

The introduction of the bills noted above is encouraging. However, the Task Force on Education of the Governor's Commission on the Status of Women will continue to press for implementation of existing legislation; will seek additional legislation to carry out other recommendations of the 1972 report; will also explore other areas where reform or new programs may be needed; will seek all possible means of publicizing the right of each Massachusetts girl and woman to develop her potential through education. In this way, we will carry out the Governor's charge to the Commission: -- to study the status of women in the Commonwealth in order to promote the economy and the social well-being of each individual through the effective utilization of the skills of all our citizens.

Respectfully submitted,  
Education Task Force  
Blanche Fitzpatrick, Chairwoman

FOOTNOTES

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18. Hart, Anna, Study of School Committee Selection Process, Appendix F.
19. Reines, Carol, Study of Education for Living, Appendix G.
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22. Hedges, J.N., Women Workers and Manpower Demands in the 1970's, Monthly Labor Review June 1970, pp. 19ff.
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24. Congressional Record, House 11/4/71, H:10365.
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SAMPLE AND METHODOLOGY

Type of School	Number in Universe	Sampling Ratio	Number in Sample	Returns	Returns as %
University	14	1:1	14	12	86 %
Public	3*			3*	
Private	9			7	
4-Year Colleges	44	1:3	14	14	100%
Public	9		3		
Private	35				
Women	13		4		
Co-ed	18		6		
Men	4		1		
2-Year Colleges	34	1:3	11	9	82%
Public	15		5	5	
Private	19				
Women	11		3	3	
Co-ed	8		3	1	
Special Degree-Issuing**	12	1:1	12	7	62%
Public	2			2	
Private	10			5	
Theology	9	1:1	9	1	11%
Private Business Schools	31	1:3	10	6	60%
Technical and Trade Schools					
5/ Public	11	1:1	11	6	55%
Private	58	1:3	20	11	55%
Hospital School of Nursing	47	1:4	12	7	62%
Public Schools	351				
Enr: 10,000 & +	20	1:1	20	16	80%
5-9999	43	1:3	15	11	76
500 - 5000	182	1:8	22	17	81
Non-Ops & Under 500	106				
Regionals	47	1:8	6	3	50

\* 5 locations      \*\* Art, Maritime, Optometry, etc.

SOURCE: 1/ N.E.B.H.E. 1971 Directory 2/ Patterson's 1970 Directory  
 3/ List of Licensed Private Trade Schools, Mass. Dept. of Education; Croner's American Trade School Directory 4/ Patterson's 1970 Directory  
 5/ Directory of Public Schools - Mass. Dept. of Education 1970



THE COMMONWEALTH OF MASSACHUSETTS  
GOVERNOR'S COMMISSION ON THE STATUS OF WOMEN

ROOM 268 • STATE HOUSE • BOSTON 02133 • 617/727-3640

December 27, 1971

FRANCIS W. SARGENT  
GOVERNOR

CHAIRMAN  
ANN BLACKHAM

VICE CHAIRMAN  
DOROTHY PENDERGAST

Gentlemen:

In order to employ all state resources to maximum advantage, as well as to ensure equal opportunity for development of all citizens, Governor Sargent last spring appointed a Commission to study the Status of Women in the Commonwealth. A Task Force on Education was set up within the Commission to look into this important area.

As part of the Task Force study, questionnaires are now being distributed to a sample of schools, colleges, and universities throughout the Commonwealth, in order to provide the Governor with factual data. Would it be possible for someone on your staff to respond on the attached forms as to the comparative numbers and status of men and women in your organization and student body? These data will be held in strict confidence and released only in aggregate form for the state as a whole. Completed questionnaires should be returned to Room 268, State House, Boston, as soon as possible (no later than January 20, 1972). Additional comments would be most welcome.

Thank you.

Sincerely,

Blanche Fitzpatrick  
Chairman  
Task Force on Education

ALL DATA WILL BE HELD IN STRICT CONFIDENCE, AND WILL BE AGGREGATED FOR COMMONWEALTH OF MASSACHUSETTS. DATA WILL BE RELEASED ONLY IN A FORM WHICH MAKES IDENTIFICATION OF INDIVIDUAL SCHOOL IMPOSSIBLE.

UNDERGRADUATES: DISTRIBUTION OF STUDENT APPLICATIONS, ADMISSIONS, AND FINANCIAL AID, BY SEX: SEPTEMBER 1971

1. Please check one: University \_\_\_\_\_ 4-yr college \_\_\_\_\_ 2-yr college \_\_\_\_\_ Other \_\_\_\_\_ (specify) \_\_\_\_\_
2. Please check one: Coeducational \_\_\_\_\_ All male student body \_\_\_\_\_ All female student body \_\_\_\_\_

3. In Section A below, enter total enrollment as of September 1971, by sex, for reporting educational institution; if a university or other institution composed of more than 1 school or college, ENTER COMBINED TOTAL.

In Sections B, C, etc. enter requested data for each such school or college separately. Indicate type school by following code: Liberal arts 1; teacher training 2; engineering 3; nursing 4; business administration 5; physical education 6; fine arts 7; other 8. (specify)

A Total Undergraduate enrollment

Total Graduate enrollment

Other

TOTAL

MEN

WOMEN

MEN

WOMEN

B Type of school . . . . .  
(See codes above)

MEN

WOMEN

Financial aid to freshmen

NO.  
RECEIVED

MEDIAN  
\$ AMOUNT

NO.  
RECEIVED

MEDIAN  
\$ AMOUNT

Number freshmen applicants

Median S. A. T. score

Number freshmen admissions

Median S. A. T. score

TOTAL

Financial aid to freshmen

C Type of school . . . . .  
Number freshmen applicants

Median S. A. T. score

Number freshmen admissions

Median S. A. T. score

Scholarship

School loan

Work/study (govt. funds)

School job

Other

TOTAL

Financial aid to freshmen

D Type of school . . . . .

Number freshmen applicants

Median S. A. T. score

Number freshmen admissions

Median S. A. T. score

Scholarship

School loan

Work/study (govt. funds)

School job

Other

TOTAL



- ALL DATA WILL BE HELD IN STRICT CONFIDENCE AND WILL BE AGGREGATED FOR COMMONWEALTH OF MASSACHUSETTS. DATA WILL BE RELEASED ONLY IN A FORM WHICH MAKES INDIVIDUAL IDENTIFICATION OF SCHOOL IMPOSSIBLE.

### DISTRIBUTION OF ADMINISTRATION AND FACULTY, BY SEX AND MEDIAN SALARY: 1971

1. Please ENTER TOTAL EMPLOYMENT as of September 1, 1971, by sex for reporting educational institution in Section A; if a university or other institution composed of more than 1 school or college, ENTER COMBINED TOTAL: Enter median annual salary for each class of employee.

In Sections B, C, etc. enter requested data for each such school or college separately. Indicate type school by following codes: liberal arts 1; teacher training 2; engineering 3; nursing 4; business administration 5; physical education 6; fine arts 7; other 8. (Specify)

NOTE: FACULTY OF PROFESSIONAL SCHOOLS (law, medicine, etc.) should be shown on Form 3. Faculty of Graduate Schools of Arts and Sciences should be included with liberal arts faculty.

**A Please enter TOTAL employment as of September 1, 1971: (university and/or college(s)**

	MEN				WOMEN			
	FULL TIME		PART TIME		FULL TIME		PART TIME	
	NO.	MEDIAN ANNUAL SALARY	NO.	MEDIAN ANNUAL SALARY	NO.	MEDIAN ANNUAL SALARY	NO.	MEDIAN ANNUAL SALARY
Professional administrator								
Clerical								
Maintenance								
Food service								
Faculty (academic year; 9-month 1971-72)								
Other								
TOTAL								
ADMINISTRATION (University and/or college(s))								
President								
Vice President								
Assistant to President								
Assistant to Vice President								
Dean (OR Head of School, College, or Division)								
Associate Dean (All university and college(s))								
Assistant Dean (All university and college(s))								
Head of Student Advising (All university and college(s))								
Assistant in Student Advising (All university and college(s))								
Director of Admissions								

ALL DATA WILL BE HELD IN STRICT CONFIDENCE AND WILL BE AGGREGATED FOR COMMONWEALTH OF MASSACHUSETTS. DATA WILL BE RELEASED ONLY IN A FORM WHICH MAKES INDIVIDUAL IDENTIFICATION OF SCHOOL IMPOSSIBLE.

FACULTY UNDERGRADUATE\*

NOTE: For faculty show academic year, 9 month salary.

FACULTY

B Type of school - - - - - (Use codes as follows: liberal arts 1; teacher training 2; engineering 3; nursing 4; business administration 5; physical education 6; fine arts 7; other 8 (specify).

	FULL TIME MEN		PART TIME		NO. WITH TENURE	FULL TIME WOMEN		PART TIME		NO. WITH TENURE
	NO.	MEDIAN ANNUAL SALARY	NO.	MEDIAN ANNUAL SALARY		NO.	MEDIAN ANNUAL SALARY	NO.	MEDIAN ANNUAL SALARY	
Department head or chairman	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Professor	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Associate Professor	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Assistant Professor	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Instructor	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Lecturer	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Teaching Fellow	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Teaching Assistant	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____

C Type of school - - - - - (use codes above)

Department head or chairman	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Professor	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Associate Professor	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Assistant Professor	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Instructor	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Lecturer	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Teaching Fellow	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Teaching Assistant	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____

D Type of school - - - - - (use codes above)

Department head or chairman	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Professor	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Associate Professor	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Assistant Professor	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Instructor	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Lecturer	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Teaching Fellow	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Teaching Assistant	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____

Faculty of professional schools (law, medicine, etc.) should be shown on Form 3-b. Faculty of Graduate School of Arts and Sciences should be included with liberal arts and faculty.

1. Please enter below TOTAL number of applications and admissions by department, by sex for admission as of September 1971:

**\* Please enter additional departments accepting graduate students at your institution. Use continuation sheet if necessary**



Name of reporting official \_\_\_\_\_

SCHEDULE NUMBER \_\_\_\_\_

Page \_\_\_\_\_

FORM 3

ALL DATA WILL BE HELD IN STRICT CONFIDENCE, AND WILL BE AGGREGATED FOR COMMONWEALTH OF MASSACHUSETTS. DATA WILL BE RELEASED ONLY IN A FORM WHICH MAKES IDENTIFICATION OF INDIVIDUAL SCHOOLS IMPOSSIBLE.

PROFESSIONAL SCHOOLS: DISTRIBUTION OF STUDENT APPLICATIONS, ADMISSIONS,  
AND FINANCIAL AID, BY SEX: September 1971

1. Please indicate the type of school (See codes below) \_\_\_\_\_  
Law 1; Medicine 2; Theology 3; Dentistry 4; Education 5; Nursing 6; Business 7; Design/Architecture 8; Agriculture 9; Fine Arts 10; Other 11.

2. Please enter below the number of applicants and admissions, by sex; median score, professional entrance exam; median amount of financial aid. (For students entering September 1971)

	MEN		WOMEN	
Number applicants	_____		_____	
Median score entrance exam	_____		_____	
Median undergrad GPI	_____		_____	
Number admissions	_____		_____	
Median score entrance exam	_____		_____	
Median undergrad GPI	_____		_____	
Financial aid	NO.	MED. \$ AMT.	NO.	MED. \$ AMT.
Teaching Assistant	_____	_____	_____	_____
Graduate Assistant	_____	_____	_____	_____
Scholarship	_____	_____	_____	_____
Other	_____	_____	_____	_____

3. Please indicate below the number and median salary,\* by sex, in the positions and shown, employed as of 9/1/71:

	MEN					WOMEN				
	FULL TIME		PART TIME			FULL TIME		PART TIME		
	NO.	MEDIAN ANNUAL SALARY		MEDIAN ANNUAL SALARY	NO. WITH TENURE	NO.	MEDIAN ANNUAL SALARY		MEDIAN ANNUAL SALARY	NO. WITH TENURE
Dean	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Associate Dean	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Assistant Dean	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Professor	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Associate Professor	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Assistant Professor	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Instructor	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____
Director of Admissions	_____	_____	_____	_____	_____	_____	_____	_____	_____	_____

4. Please indicate distribution of total employment in this school:

	MEN		WOMEN	
	NO.	MEDIAN ANNUAL SALARY	NO.	MEDIAN ANNUAL SALARY
Professional Administration	_____	_____	_____	_____
Faculty*	_____	_____	_____	_____
Clerical	_____	_____	_____	_____
Maintenance	_____	_____	_____	_____
Food Service	_____	_____	_____	_____
Other	_____	_____	_____	_____
TOTAL	_____	_____	_____	_____

NOTE: Continue as needed on additional sheets; please use one page for each professional school within the educational institution.

\*For faculty, enter salary for academic year; 9 months, 1971-72.

ALL DATA WILL BE HELD IN STRICT CONFIDENCE AND WILL BE AGGREGATED FOR COMMONWEALTH OF MASSACHUSETTS. DATA WILL BE RELEASED ONLY IN A FORM WHICH MAKES INDIVIDUAL IDENTIFICATION OF SCHOOL IMPOSSIBLE.

TO: Superintendent of Schools

1. Please indicate below the number of school employees in the general categories shown. (9/1/71).

DISTRIBUTION OF ADMINISTRATION AND FACULTY BY SEX AND DEGREES HELD: As of 9/1/71

	MEN					WOMEN				
	DOCTORATE	MASTERS	BACHELOR	NONE	TOTAL	DOCTORATE	MASTERS	BACHELOR	NONE	TOTAL
a) Total School Department										
Professional Admin										
Teaching Staff										
Clerical										
Maintenance										
Food Service										
Other										
TOTAL										
b) Central Administration										
Superintendent										
Associate Supt.										
Assistant Supt.										
Supervisors (Art, Music, etc.,)										
Curriculum Developers										
Social Worker										
c) High School (Academic)*										
Principal										
Associate Principal										
Assistant Principal										
Guidance — Head										
Assistant Guidance										
Head Librarian										
Assistant Librarian										
Classroom teachers										
Coach										
d) Junior High (Middle School)										
Principal										
Assistant Principal										
Dept. Heads										
Librarian										
Classroom teacher										
Physical Ed. teacher										
Guidance										
e) Elementary										
Principal										
Assistant Principal										
Librarian										
Classroom teacher										
Guidance										
Adjustment Counsellor										

\*Vocational data to be reported on separate schedule (only by schools receiving Form 5).

ALL DATA WILL BE HELD IN STRICT CONFIDENCE AND WILL BE AGGREGATED FOR COMMONWEALTH OF MASSACHUSETTS. DATA WILL BE RELEASED ONLY IN A FORM WHICH MAKES INDIVIDUAL IDENTIFICATION OF SCHOOL IMPOSSIBLE.

With respect to sports after school hours, what was 1970-71 expenditure for the following activities:

	BOYS	GIRLS
Football	\$ _____	\$ _____
Baseball	_____	_____
Basketball	_____	_____
Tennis	_____	_____
Hockey	_____	_____
Other	_____	_____
TOTAL	\$ _____	\$ _____

What was the MEDIAN increment paid to faculty volunteering to coach or advise in the following activities or sports: (1970-71)

	MALE FACULTY		FEMALE FACULTY	
	NO. RECEIVED	MEDIAN \$ INCREMENT	NO. RECEIVED	MEDIAN \$ INCREMENT
Football	_____	_____	_____	_____
Basketball	_____	_____	_____	_____
Dramatics	_____	_____	_____	_____
Newspaper	_____	_____	_____	_____
All extra curricular activities	_____	_____	_____	_____

How many students have signed up the following courses in September 1971:

	BOYS	GIRLS
Woodworking	_____	_____
Sewing	_____	_____
Total Shop	_____	_____
Total Home Arts	_____	_____

Are both sexes permitted to register for all courses offered by school? Yes \_\_\_\_\_  
No \_\_\_\_\_



City/Town of \_\_\_\_\_

VOCATIONAL INSTITUTIONS: Distribution of faculty, administration  
and students by sex and occupational area:  
(9/1/71)

ALL DATA WILL BE HELD IN STRICT CONFIDENCE AND WILL BE AGGREGATED FOR COMMONWEALTH OF MASSACHUSETTS. DATA WILL BE RELEASED ONLY IN A FORM WHICH MAKES IDENTIFICATION OF INDIVIDUAL SCHOOL IMPOSSIBLE.

1. Please check one: Public vocational high school \_\_\_\_\_ Private vocational school \_\_\_\_\_  
Public regional vocational school \_\_\_\_\_ Private junior college \_\_\_\_\_  
Public community college \_\_\_\_\_ Other \_\_\_\_\_

2. Please ENTER BELOW the distribution of school personnel by sex: Number  
(As of September 1971) Men Women

NOTE: For junior President, Principal, Director, Head

and community Assistant to Head

colleges, ENTER Admissions Director

DATA on Form 1b; Curriculum Director

OMIT THIS QUESTION

GO ON TO Other Administrative

QUESTION 3. Instructional Staff

Clerical

Food Service

Maintenance

Other

TOTAL

3. Please ENTER BELOW total number of faculty and students by sex, by occupational area, in courses offered by your school: (Vocational courses only)

<u>Occupational area</u>	<u>Instructional Staff</u>		<u>Students</u>	
	<u>Men</u>	<u>Women</u>	<u>Men</u>	<u>Women</u>
a. Agriculture	_____	_____	_____	_____
b. Distributive occupations	_____	_____	_____	_____
Administration	_____	_____	_____	_____
Sales	_____	_____	_____	_____
c. Health and personal care	_____	_____	_____	_____
Nursing	_____	_____	_____	_____
Barber/beauty culture	_____	_____	_____	_____
d. Home Economics	_____	_____	_____	_____
Food Service	_____	_____	_____	_____
Tailoring	_____	_____	_____	_____
e. Office Occupations	_____	_____	_____	_____
Secretarial	_____	_____	_____	_____
Accounting	_____	_____	_____	_____
f. Technical Occupations	_____	_____	_____	_____
Laboratory Technician	_____	_____	_____	_____
Drafting	_____	_____	_____	_____
g. Trades and Industry	_____	_____	_____	_____
Electrical	_____	_____	_____	_____
Mechanical	_____	_____	_____	_____
Carpentry	_____	_____	_____	_____

4. Please ENTER TOTAL STUDENT ENROLLMENT (Sept. 1971)  
in VOCATIONAL COURSES ONLY \_\_\_\_\_

Study: Status of Women in Education

INSTRUCTIONS: JUNIOR COLLEGES  
COLLEGES  
UNIVERSITIES

UNIVERSITIES, COLLEGES, JUNIOR COLLEGES:

- Forms 1a and 1b      Undergraduates. Please provide requested data as of September 1971 for undergraduate schools and colleges in this institution.
- 1a Q 3A & B      The distinction between administrative and clerical positions should be made on the basis of your best judgment as to responsibilities and type of duties performed. A person who fills both administrative and faculty positions should be reported only once, in the area in which work time is primarily spent.
- Form 2      Graduate students, Please provide requested data, by department for graduate enrollment in September, 1971.
- Form 3      Professional Schools. (LAW, MEDICINE, etc.) Please complete a separate Form 3 for each professional school within the institution.

Note: With respect to faculty salary for the 1971-72 academic year, the median should be derived on the basis of the annual salaries contracted for, regardless of any Phase I or II adjustments. If this cannot easily be provided, please specify basis of figures.

COLLEGES, JUNIOR COLLEGES

- Form 5      Q.3      Please supply requested data as to vocational courses offered. Since only a few representative occupations could be included on the form, it would be appreciated if you would note on the reverse of the form the three occupations of greatest enrollment in your institution, distributed by sex, for faculty and students.

Study: Status of Women in Education

INSTRUCTIONS: PUBLIC CITY/TOWN SCHOOL SYSTEMS  
PUBLIC REGIONAL VOCATIONAL SCHOOLS

## I PUBLIC SCHOOL SYSTEMS - Town/City

- Form 4 Please supply requested data on Form 4.
- Q 1-c Please report data for faculty and administration of academic high school only.
- Q.2 If sports budgets can only be provided on calendar rather than academic year basis, please specify time period used.
- Form 5 For those schools receiving Form 5, please provide requested data on vocational or industrial arts high school only.

## II REGIONAL VOCATIONAL SCHOOLS

- Form 5 Q.2 Please supply requested data as to distribution of faculty, administration and staff, by sex.

## ALL SCHOOLS - Form 5

- Form 5 Q.3 Since only a few representative occupations could be included, it would be appreciated if you would note on the reverse of the form, the three occupations of greatest enrollment in your institution, distributed by sex, for faculty and students.



## Study: Status of Women in Education

INSTRUCTIONS: Business Schools  
Technical and Trade Schools

Form 5      Q.2      Please supply requested data as to distribution of faculty, administration and staff, by sex.

                 Q.3      Since only a few representative occupations could be included, it would be appreciated if you would note on the reverse of the form, the three occupations of greatest enrollment in your institution, distributed by sex, for faculty and students.

TABLE I

## ACADEMIC PLACES FOR WOMEN

## FULL TIME UNDERGRADUATE PLACES FOR WOMEN IN MASSACHUSETTS

4-YEAR COLLEGES AND UNIVERSITIES <sup>1/</sup>: 1970

Type of Institution	Numbers enrolled		Women as % of <sup>3/</sup> Total	Places for	
	Men	Women		Men	Women
(Each block = 5000 places)					
<u>UNIVERSITIES</u>					
<u>Public</u>	16,362	9,699	37.2%		
<u>Private</u>	35,442	19,093	35.0%		
Total	51,804	28,792	35.7%		
<u>4-Year COLLEGES</u>					
<u>Public</u>	9,315	16,226	63.5%		
<u>Private</u>					
Men's (Rel.Affil)	2,408	<sup>2/</sup>	0		
(Non-Relig)	3,424		0		
Co-Ed (Rel.Affil)	2,955	1,976	40.0%		
(Non-Relig)	11,313	3,994	26.1%		
Women (Rel.Affil)		4,513	100% <sup>2/</sup>		
(Non-Relig)		9,632	100%		
Total	29,415	36,341	55.2%		
TOTAL PLACES-	81,219	65,133	44.6%		
Universities and					
4-year colleges					











<sup>1/</sup>Source: U.S. Office of Education: Fall Enrollment 1970, Institutional Data Table 1, pp.30-32. Excludes specialized schools - theology, optometry, maritime, etc.

<sup>2/</sup>Classified as Men's or Women's in New England Board of Higher Education 1971-72 "Facts" Listing. (Actually very small number of opposite sex in some of these institutions.)

<sup>3/</sup> See also table VI

TABLE II

VOCATIONAL PLACES FOR WOMENTOTAL ENROLLMENT IN PUBLIC VOCATIONAL SCHOOLS AND  
TERMINAL/OCCUPATIONAL COURSES PUBLIC 2-YEAR COLLEGES: 1971

<u>Type of School</u>	<u>Total Enrollment</u>		<u>Places for</u>	
	<u>Men</u>	<u>Women</u>	<u>Men</u>	<u>Women</u>
(Each block = 5000 places)				
Regional Vocational School <sup>1/</sup>	6926	1583		
Community College (Terminal/ <sup>2/</sup> Occupational Course)	5241	3673		
Public High School <sup>1/</sup> Vocational	15671	3496		
Business <sup>1/</sup>	<u>442</u>	<u>1736</u>		
	<u>28280</u>	<u>10488</u>		

## SOURCE:

<sup>1/</sup> Mass. Dept. of Education, Directory of Public Schools, Fall 1971 computer runoff, untotaled.

<sup>2/</sup> Mass. Dept. of Education: Mr. Frank Merola, Research Division; these represent unedited rough totals from questionnaire returns by school officials.

Governor's Commission on the  
Status of Women;  
Task Force on Education



TABLE II- A

TYPES OF VOCATIONAL COURSES, BY SEX

1/

1971- DISTRIBUTION OF COURSE OFFERINGS, BY SEX - COMMUNITY COLLEGE  
TERMINAL/OCCUPATIONAL

<u>Type of Course</u> (Selected courses)	<u>Enrollment</u>	
	<u>Men</u>	<u>Women</u>
01 Agriculture	32	
04 Distribution	253	142
07 Health Care	135	1135
Dental Technician	135	1135
09 Home Economics	51	343
14 Office Occupations	2512	1906
Admin & Mngmnt.	1200	177
Secretarial		1300
Data Processing	462	
Accounting & Computer	729	
16 Technical & Trade	1358	27
Law Enforcement	900	128
Other		
Total	5241	3673

TABLE II- B

1/

1971 - DISTRIBUTION OF COURSE OFFERINGS, BY SEX - Public Vocational  
Schools

<u>Type of Course</u> (Selected courses)	<u>Enrollment</u>	
	<u>Men</u>	<u>Women</u>
04 Distribution	36	25
07 HealthCare	19	631
09 Home Economics	169	57
14 Office Occupations	245	351
16 Technical	183	28
Trade & Industry	8222	664
Automotive		Advertising Layouts
Sheet Metal		
Carpentry		
Welding		
Other		
Total	9474	1756

1/ SOURCE: Mass. Dept. of Education; Mr. Frank Merola, Research Division; these represent unedited rough totals from questionnaire returns by school officials.

Governor's Commission on the Status of  
Women; Task Force on Education

TABLE III

ENROLLMENT IN GRADUATE STUDIESFULLTIME STUDENTS

## Graduate Enrollments in Massachusetts

Institutions of Higher Education: Full time, 1970<sup>1/</sup>

<u>Total Fulltime Graduate Enrollment</u>		<u>Full Time Graduate Enrollment</u>	
		<u>In Massachusetts Universities</u>	<u>In Massachusetts State Colleges</u>
Men	15,496	14,307	76
Women	<u>5,558</u>	<u>4,752</u>	<u>75</u>
Total	21,054	19,059	151
<u>Women as % of Fulltime Graduate Enrollment</u>			
	26%	25%	50%

## SOURCE:

<sup>1/</sup> U.S. Office of Education: Fall Enrollment, 1970, Institutional Data, Table 1, pp 30-32

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Governor's Commission on the Status  
of Women

Task Force on Education

TABLE IV

FIRST PROFESSIONAL DEGREES CONFERRED,  
BY SEX

Massachusetts: First Professional Degrees Conferred, 1969-70: By Profession,  
and Sex 1/2/

<u>Profession</u>	<u>Total Degrees</u>	<u>Men</u>	<u>Women(%)</u>	<u>Granting Institutions</u>
Dentistry	119	119	0 (0)	Harvard, Tufts
Medicine	327	302	25 (8%)	Boston University, Harvard, Tufts
Law	1135	1075	60 (5%)	Boston College; Boston University; Harvard; Suffolk; N.E. School Law;
Optometry	34	33	1 (3%)	Mass. College of Optometry
Architecture	36	33	3 (8%)	Harvard
Theology	208	200	8 (4%)	Andover Newton; B.C.; B.U.; Episcopal Theological; Harvard Hellenic; St. John's Tufts
Total	1825	1729	96 (5%)	

1/ U.S. Office of Education, Earned Degrees Conferred; First Professional, 1969-70  
Table 3 (Institutional Data)

2/ Note: Other fields in which women constitute a larger percent of advanced  
degree recipients (Social Work, Education; Library Science, Nursing) are  
not listed in Professional Degrees conferred)

Governor's Commission on the  
Status of Women;  
Task Force on Education



TABLE VI

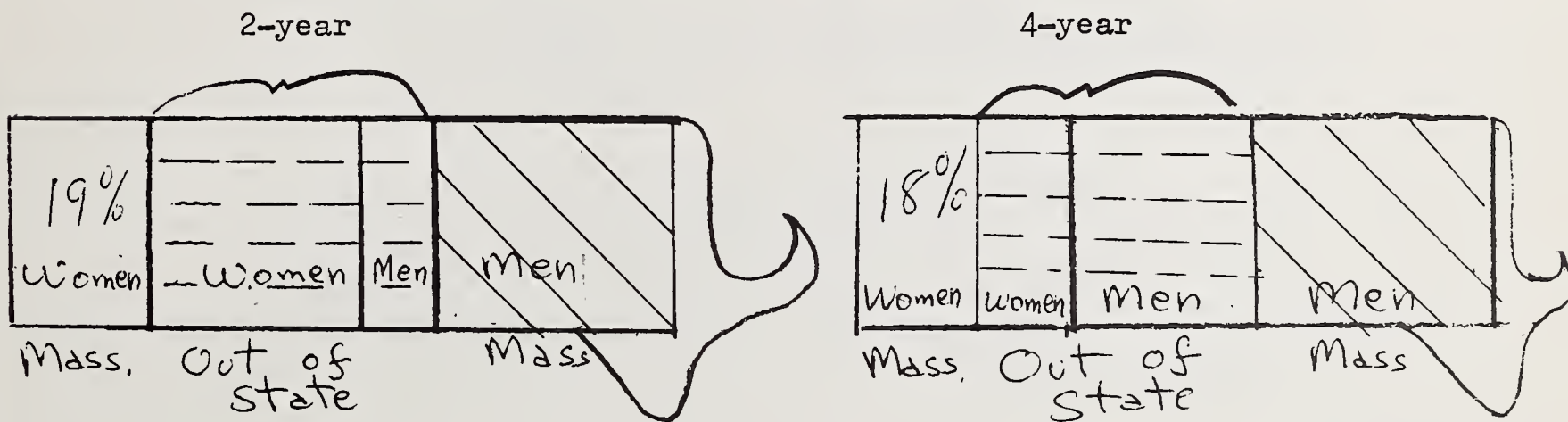
RESIDENCE AND MIGRATION OF COLLEGE STUDENTS  
IN MASSACHUSETTS: 1968

Ratio of Massachusetts Residents to total Student  
Enrollment in Private Institutions of Higher Education<sup>1/</sup>  
(1968)

All Students - Privately controlled institutions of  
Higher Education

<u>Type of Institution</u>		<u>Massachusetts</u> <u>residents</u>	<u>All</u> <u>Students</u>	<u>Mass. residents</u> <u>as % of total</u>
All Private	Men	64,373	110,037	58.5%
	Women	32,134	62,495	51.3
Private 4-year	Men	58,757	102,263	57.6%
	Women	28,890	54,475	53.0%
2-year	Men	5,616	7,774	72.0%
	Women	3,244	8,020	40.0%

Admissions to Massachusetts Private <sup>(2-year</sup>  
4-year institutions  
of higher learning: By sex and residence



<sup>1/</sup>SOURCE: U.S. Office of Education: Basic State to State Matrix Tables, Fall 1968.  
Tables 5, 6, 7.

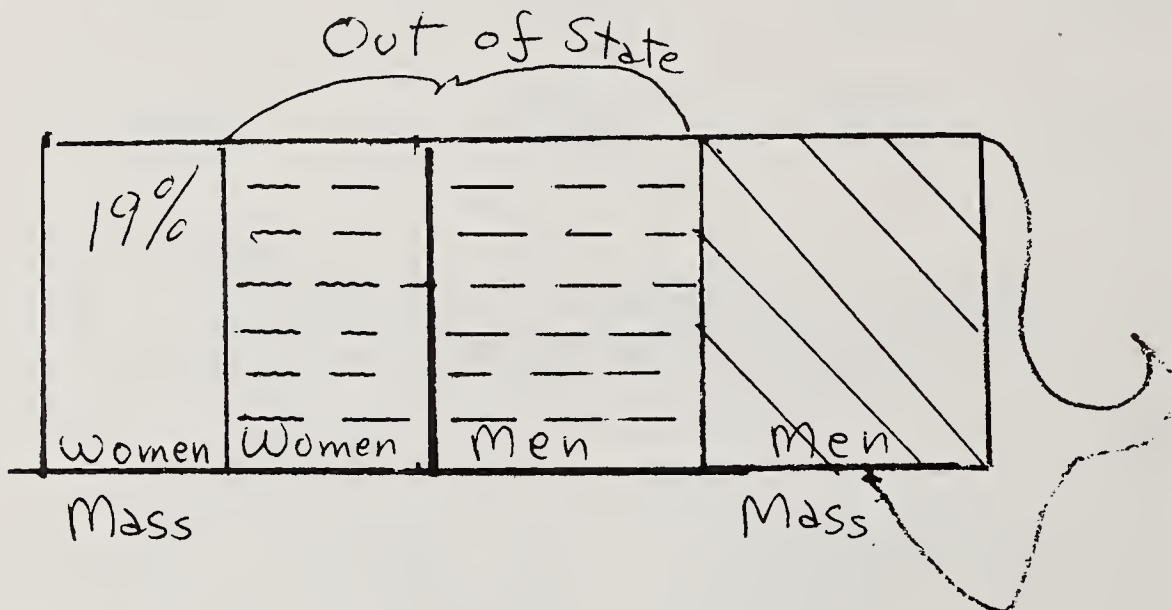
Governor's Commission on the Status  
of Women  
Task Force on Education

TABLE VI

PERCENTAGE DISTRIBUTION OF  
FULL-TIME UNDERGRADUATE STUDENTS  
IN PRIVATELY-CONTROLLED INSTITUTIONS

PLACES OPEN FOR MASSACHUSETTS WOMEN FULL-TIME  
AS UNDERGRADUATES IN PRIVATELY-CONTROLLED  
INSTITUTIONS OF HIGHER EDUCATION 1/1968

<u>Type of Institution</u>	<u>Massachusetts Residents</u>	<u>All Students</u>	<u>Mass. Residents as % of Total</u>
Privately controlled	M 29,981	58,930	50.7 %
	W 19,241	44,264	43.3 %



U.S.

SOURCE: Office of Education, Basic State to State Matrix Tables, Fall 1968  
Table 15, p.32=33

## DOMESTIC ARTS COURSES: By Sex

A)	1971-72		1971-72	
	ENROLLMENT IN SHOP COURSE: <sup>1/</sup>		ENROLLMENT IN DOMESTIC ARTS	
	Percent	Girls as % of Boys taking	Boys as % of Girls taking	
	0	21	23	
	Under 2%	6	4	
	2-10%	9	3	
	Over 10%	1	6	
	Total schools reporting	<u>37</u>	<u>36</u>	
B) Response to question: Are both sexes permitted to register for all courses offered by school?				
		Yes <u>31</u>		
		No <u>10</u>		

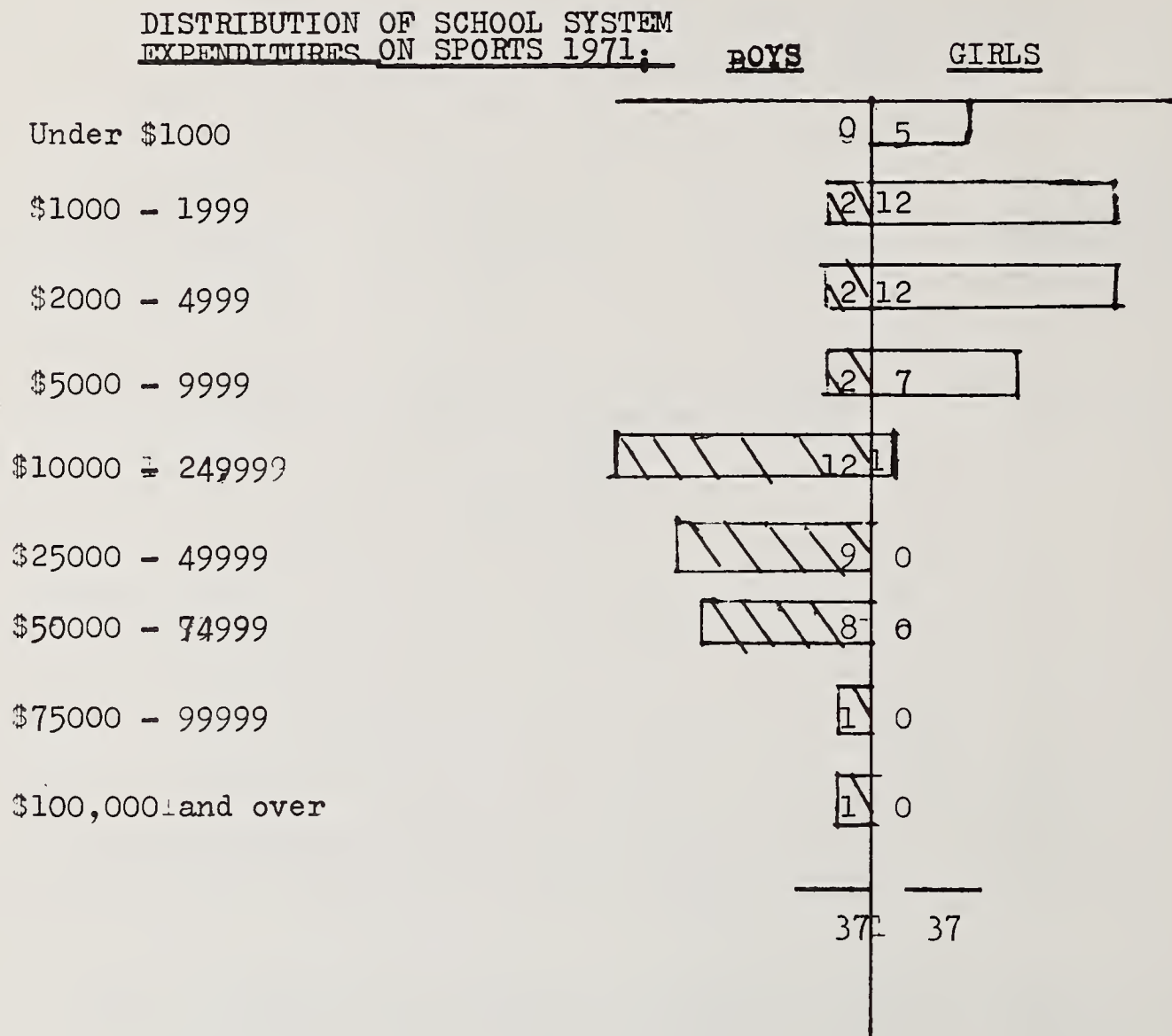
<sup>1/</sup> SOURCE: Response to Questionnaire by Governor's Commission on the Status of Women, Task Force on Education. 41 replies to sample of 62 school systems queried; see Appendix A for methodology.



TABLE VIII-A

EXPENDITURES ON SPORTS  
School system, by sex (1971)

TOTAL EXPENDITURES ON SPORTS, BY MASSACHUSETTS  
SCHOOL SYSTEMS, by Sex (1971)




SOURCE: Response to Questionnaire by Governor's Commission on the Status of Women, Task Force on Education. 41 replies (37 this item) from sample of 63 school systems queried; see Appendix A .

Governor's Commission on the Status of  
Women  
Task Force on Education

TABLE VIII-B

FACULTY COACHING INCREMENT:  
Basketball Coach, By Sex

INCREMENT OF WOMAN FACULTY BASKETBALL COACH RELATIVE TO  
MAN FACULTY COACH 1/ 2/ (1971)

	Increment of Woman Faculty Basketball Coach	Relative to Man Faculty Basketball coach at same school: Not more than % of salary increment shown:									
		<u>10</u>	<u>20</u>	<u>30</u>	<u>40</u>	<u>50</u>	<u>60</u>	<u>70</u>	<u>80</u>	<u>90</u>	<u>100%</u> <u>Greater</u>
total responses:											
2	Under \$100									1	1
3	\$100 - 299					1				2	
10	\$300 - 499		1	3	1		1	1	1	1	1
9	\$500 - 799		1			4	1	1	1	1	
	\$800 - 999										
1 25	\$1000 and over									1 5	2
		2	3	1	5	2	2	2	1	5	2
		Median: 									

1/ SOURCE: Response to Questionnaire by Governor's Commission on the Status of Women, Task Force on Education. 41 replies to sample of 63 school systems queried; see Appendix A for methodology.

2/ Numbers of male coaches generally exceed numbers of female coaches by substantial margin; not tabulated.

TABLE IX

PLACES FOR WOMEN ADMINISTRATORS<sup>1</sup>  
AND FACULTY  
 Massachusetts School Systems 1971

1/

A) DISTRIBUTION OF PROFESSIONAL ADMINISTRATORS, by Sex, By Highest Degree:  
 (1971-72)

Professional Administrators by degree held:	<u>Men</u>		<u>Women</u>	
	<u>Number</u>	<u>%</u>	<u>Number</u>	<u>%</u>
Doctorate	81	7%	32	7%
Master's	1080	89	366	83
Bachelor's	50	4	37	8
Total <sup>2/</sup>	1214	Distrib. of those with reported degree	442	Distrib. of those with reported degree.

## B)

Teaching Staff  
by degree held:

Doctorate	61	1%	25	.002%
Master's	3524	54	4008	32
Bachelor's	2777	43	8240	66
Total <sup>2/</sup>	6492	Distrib. of those with reported degree	12459	Distrib. of those with reported degree


1/ SOURCE: Response to Questionnaire by Governor's Commission on the Status of Women, Task Force on Education. 41 replies to sample of 63 school systems queried; see Appendix A for methodology.

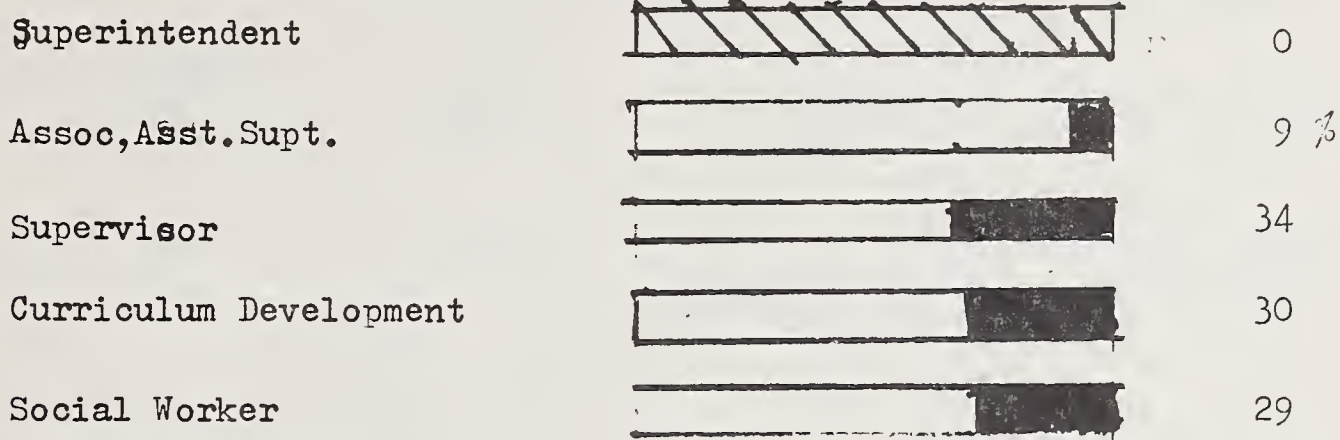
2/ Some personnel reported as less than bachelor's degree; items do not add to total.



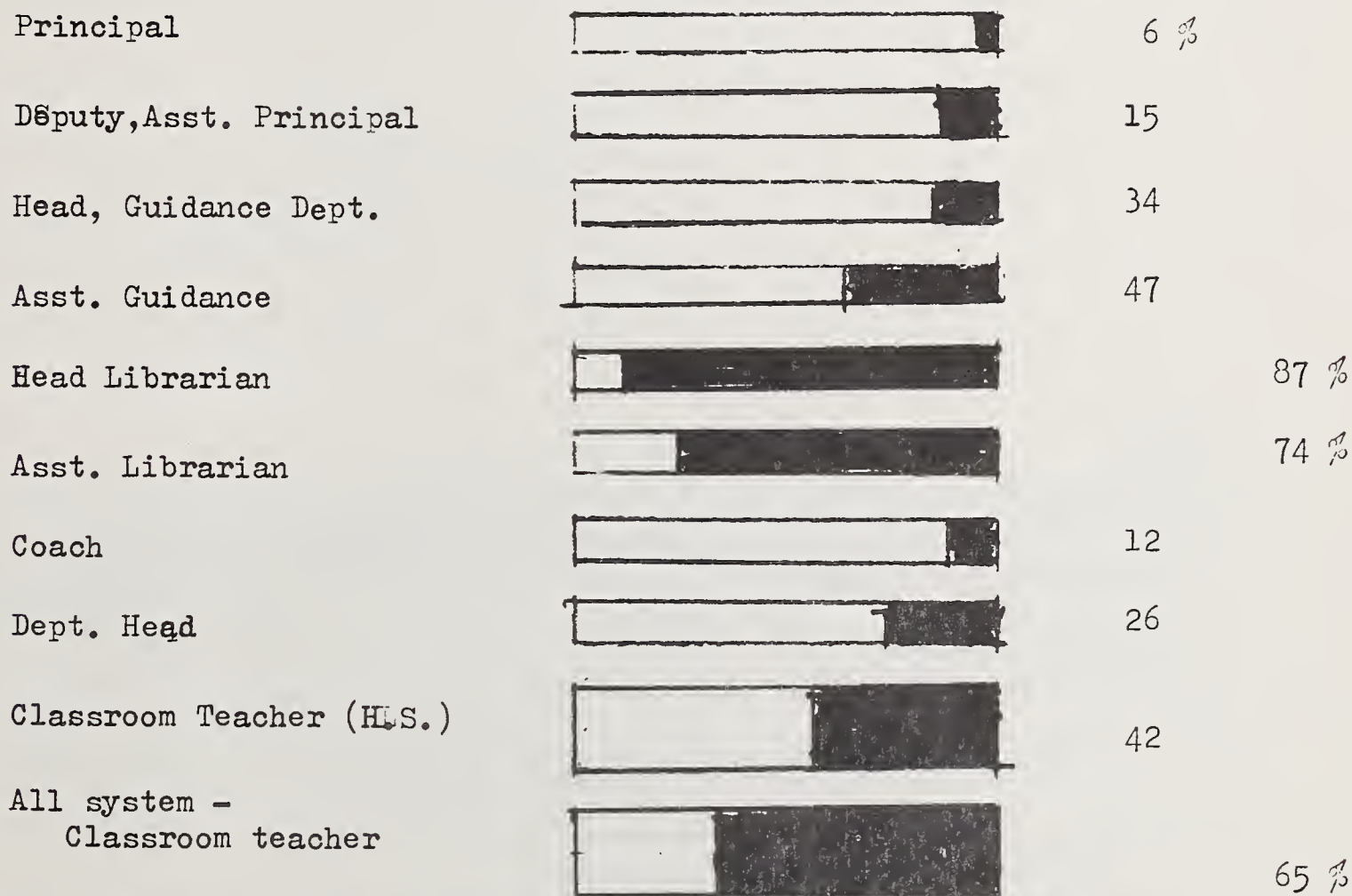
Percentage Distribution of Selected Positions in  
Massachusetts School Systems: By sex, 1971 <sup>1/</sup>

Central Administration

% Women 



High School



<sup>1/</sup> SOURCE: Response to Questionnaire by Governor's Commission on the Status of Women, Task Force on Education. 41 replies to sample of 63 school systems queried; see Appendix A for methodology

## ESTIMATED % OF PLACES FOR WOMEN IN PRIVATE

## TECHNICAL AND TRADE SCHOOLS IN MASSACHUSETTS (Fall 1971):

	<u>Men</u>	<u>Women</u>	<u>Women as %</u>
PRIVATE TECHNICAL AND TRADE <sup>1/ 2/</sup>	1698	396	19 %
PRIVATE BUSINESS <sup>1/ 3/</sup>	796	1441	64%
Secretarial and Data Processing			

## SOURCE:

- <sup>1/</sup> Mass. Dept. of Education, Division of Occupational Information: List of Licensed Private Trade Schools; American Trade Schools Directory, Croner Publications, Inc. Queens Village, N.Y.; Patterson's School Directory, 1970. Systematic sample drawn from composite list from above sources; see Appendix A for methodology.
- <sup>2/</sup> Based on returns from 11 of 18 private Technical and Trade schools; no total enrollment in universe available.
- <sup>3/</sup> Based on return from 6 of 10 Mass. Business schools queried; no total enrollment in universe available.

TABLE XII

## MASSACHUSETTS UNIVERSITIES

Distribution of faculty  
by rank and sexMASSACHUSETTS UNIVERSITIES: Faculty Distribution<sup>1/</sup>  
and Median Salary, By rank and sex (1971)<sup>1/</sup>Full TimeA) Numbers of faculty in rank:<sup>1/</sup> <sup>3/</sup>Tenure noted <sup>2/</sup>

Rank	Men	Women	Men	Women
Professor	1151	47	772	23
Assoc. Prof.	1098	117	387	36
Assist. Prof.	1198	257	85	23
Instructor	335	140	9	5

B) Median salaries of Fulltime faculty (Median institution):

Professor	\$22,300	\$18,500
Assoc. Prof.	16,600	16,000
Assist Prof.	12,900	11,900
Instructor	10,700	9,800

<sup>1/</sup> SOURCE: Listing in New England Board of Higher Education "Factbook" 1970  
All 14 universities (including U.Mass. 3 campuses) were queried. All  
responded with some data except Tufts and Harvard; officials at these  
institutions have promised data. See Appendix A

<sup>2/</sup> Not all institutions noted tenure status; those which included data for  
both men and women within rank have been included.

<sup>3/</sup> Numbers reported by 10 universities; salaries by 9.



DISTRIBUTION OF APPLICATIONS AND ACCEPTANCES TO  
GRADUATE STUDY IN MASSACHUSETTS UNIVERSITIES, By Sex: Fall 1971

<u>Graduate Status</u>	<u>Men</u>	<u>Women</u>
Number of applications <sup>1/</sup>	13,626	5,155
Number accepted and enrolled <sup>1/</sup>	2,729	972
Acceptances as % of applications	20%	19%
Women enrolled in <sup>2/</sup> fulltime graduate programs as % of total fulltime graduates	15,496	5,553 26%

## SOURCE:

<sup>1/</sup> Response to Questionnaire. Data from 9 university responses<sup>2/</sup> Table I, Office of Education; Fall Enrollment 1970, Institutional Data  
pp.30-32.

TABLE  
XIII-B

UNDERGRADUATE GRADES OF  
PERSONS ADMITTED TO GRADUATE STUDY  
IN MASSACHUSETTS UNIVERSITIES,  
By Sex: 1971

DISTRIBUTION OF UNDERGRADUATE GRADES of  
PERSONS ADMITTED TO GRADUATE STUDY, MASS. UNIVERSITIES:  
Relative grades by sex: (1971)

Average Undergraduate GPI  
of Men admitted relative  
to Women admitted: 1

<u>Relative standing</u>	<u>Number</u>
Higher	3
Same	5
Lower	<u>31</u>
Total	39

SOURCE:

- 1/ Response to Questionnaire by Governor's Commission on the Status of Women, Task Force on Education. Only 5 of the institutions reported usable data, and only for some fields of graduate study; a more comprehensive response will provide greater reliability.

NOTE: Only 3 of the Massachusetts universities with one or more professional schools returned Form 3; therefore no comparative scores of men and women applicants could be shown.

TABLE XIII-C

GRADUATE RECORD EXAM SCORES OF  
 PERSONS ADMITTED TO GRADUATE  
 STUDY, MASSACHUSETTS UNIVERSITIES  
 By Sex, 1971

DISTRIBUTION OF GRADUATE RECORD EXAM SCORES OF  
 PERSONS ADMITTED TO GRADUATE STUDY, MASS. UNIVERSITIES  
 Relative scores by sex: (1971)

	<u>Math</u>	<u>Verb al</u>	<u>Other</u>
Average GRE scores of men accepted <sup>1/</sup> relative to scores of women accepted:			
Higher	6	1	17
Same	-		
Lower	2	3	7

## SOURCE:

<sup>1/</sup> As noted on Table XIII-C, only 5 of reporting institutions  
 supplied usable data for a few fields.



TABLE XIVHEADS OF ACADEMIC DEPARTMENTS,  
MASSACHUSETTS UNIVERSITIES: 1971DISTRIBUTION OF DEPARTMENT HEADS, By Sex: 1971 <sup>1/</sup>

	<u>Men</u>	<u>With Tenure</u>	<u>Women</u>	<u>With Tenure</u>
Dept. Head	140	88	5	3
Range of Median salaries:	\$18,400 - 30,000		\$16,300 - 20,200	

1/ SOURCE: Response to Questionnaire by Governor's Commission on the Status of Women, Task Force on Education. Based on responses from 6 universities.

TABLE XV-A

ADMINISTRATIVE POSITIONS HELD  
IN MASSACHUSETTS UNIVERSITIESDISTRIBUTION BY ADMINISTRATIVE TITLE, SELECTED POSITIONS  
By Sex, 1971 <sup>1/</sup>

<u>Private Universities</u>		<u>Men</u>	<u>Women</u>	<u>TOTAL</u>
University President		6*	0	
Vice President		16	0	
Assistant to President; Vice President		3	4	
Dean		17	3	
Associate Dean		7	1	
Assistant Dean		14	6	
Student Advisor - Head		8	2	
Director of Admissions		<u>4</u>	<u>0</u>	
		75	16	
<u>Public Universities</u>				
University President**		3	0	
Vice President/Chancellor		5	1	
Assistant to President; Vice President; Vice Chancellor		6	0	
Dean		21	3	
Associate Dean		13	0	
Assistant Dean		7	2	
Student Advisor - Head		4	2	
Admissions Director		<u>4</u>	<u>0</u>	
		63	8	
Universities, Pub. & Pvt. Total		138	24	162

Women as % of listed administrative positions\*\*\*

14.8

SOURCE: <sup>1/</sup> Response to Questionnaire by Governor's Commission on the Status of Women. Response from 10 of 14 universities.

\* All 9 presidents of Mass. private universities are men.

\*\* University of Massachusetts heads campuses at Amherst, Boston, Worcester; SMU; LTI.

\*\*\* Where responding institutions suggested additional administrative positions held by women, these were included.

TABLE XV-B

MASSACHUSETTS UNIVERSITIES  
Administrative Distribution

Distribution of Selected Administrative Positions, Salary, By Sex,  
Massachusetts Universities, 1971: 1  
(Public and Private combined)

Title	Number		Over \$20,000		\$15000- 20000		\$10000- 14999		Under \$10000	
	Men	Women	M	W	M	W	M	W	M	W
President	6	0	6							
Vice Pres./ Chancellor	10	1	10	1						
Asst. to Pres. or Vice-Pres. Vice-Chancellor	8	3	5		2		1	2		1
Dean	28	4	26	3	1		1	1		
Assoc. Dean	16	0	14		1		1			
Asst. Dean	9	6	7	2			2	4		
Head, Student Advising	6	2	3		2	1	1	1		
Director Admissions	7	0	3		3		1			
Total Men	90		74		9		7		0	
Total Women		16		6		1		8		1
Salaries not reported	<u>48</u>	<u>8</u>								
Total	138	24								

## SOURCE:

1/ Response to Questionnaire by Governor's Commission on the Status of Women; responses from 10 of 14 universities, salary data.



ADMINISTRATIVE AND CLERICAL  
Massachusetts Universities

TABLE XV-C

DISTRIBUTION OF ADMINISTRATIVE AND CLERICAL  
PERSONNEL, By Sex: (1971)<sup>1/</sup>

	<u>Number</u>		<u>1/</u>	<u>Median Salary</u>		<u>2/</u>
	<u>M</u>	<u>F</u>		<u>M</u>	<u>F</u>	
Full time Employees						
Professional Administrators	1182	322		\$16,230	\$10,650	
Clerical	321	3083		6,700	6,600	

SOURCE: <sup>1/</sup> Response to Questionnaire by Governor's Commission on the Status of Women. Response from 12 of 14 universities.

<sup>2/</sup> Response from 10 of 14 universities

TABLE XVI-A

MASSACHUSETTS 4-year COLLEGES  
Administration, Faculty, ClericalDISTRIBUTION OF FACULTY, ADMINISTRATION, CLERICAL  
By Sex, Median Salary (1971) 1/

Type	Numbers		Median Salary ( Median Institution)		
	Men	Women	Men	Women	
Fulltime faculty	783	422	\$12600	\$11600	<u>2/</u>
Administration	240	189	15900	10400	<u>3/</u>
Clerical	38	672	6500	5600	<u>4/</u>

## SOURCE:

- 1/ Response to Questionnaire from 14 of 14 sample members; some missing items. See Appendix A. Includes 4 Women's colleges; 1 men's college.
- 2/ Response to salary query from 10 institutions
- 3/ Response to salary query from 9 institutions
- 4/ Response to salary query: 4 observations, men; 8, women.

4-year COLLEGES IN MASS.  
FACULTY DISTRIBUTION BY SEX

TABLE XVI - B

## RANK DISTRIBUTION OF FULL\*TIME FACULTY

4-year COLLEGES IN MASSACHUSETTS BY SEX (1971)<sup>1/</sup>

	Number, Full Time Faculty: All <u>Reporting Colleges</u> <sup>2/</sup>		Number Full Time Faculty All Reporting Colleges <u>Excluding Women's Colleges</u> <sup>2/</sup>	
	Men	Women	Men	Women
Full Professor	158	86	102	15
Assoc. Professor	214	76	161	32
Assist. Professor	344	146	228	68
Instructor	99	108	81	58
TOTAL	815	416	572	173

## SOURCE:

<sup>1/</sup> Response to Questionnaire by Governor's Commission on the Status of Women. See Appendix A for Methodology

<sup>2/</sup> Data from 12 of 14 institutions, including 4 women's colleges  
1 Men's college, as classified by New England Board of Higher  
Education Factbook, 1970.



4-YEAR COLLEGES IN MASS.  
ADMINISTRATIVE DISTRIBUTION

Distribution of Administrative Positions, 1971 <sup>1/</sup>  
By Sex, Title, Salary

Title	MEN		WOMEN	
	<u>All Colleges</u>	<u>Excluding Women's Colleges</u>	<u>All Colleges</u>	<u>Excluding Women's Colleges</u>
President	12	9	1	0
Vice President	10	7		
Asst. to Pres.				
Asst. to V.P.	6	5	4	1
Dean	17	14	4	1
Associate Dean	4	3	1	1
Asst. Dean	6	4	11	2
Head, Student Advising	6	5	3	1
Asst. Student Adv.			4	2
Director Admissions	9	9	4	1
Other Admissions	1	1	1	0
Other			3	2
	<u>71</u>	<u>57</u>	<u>36</u>	<u>11</u>

Salary Distribution of Administrative Positions

	MEN		WOMEN	
	<u>All Colleges</u>	<u>Excluding Women's Colleges</u>	<u>All Colleges</u>	<u>Excluding Women's Colleges</u>
Over \$20,000	37	29	6	3
\$15,000 - 20,000	18	15	7	2
\$10,000 - 14,999	10	8	12	2
Under \$10,000	-	-	11	4
Salary not reported	6	5	-	-
	<u>71</u>	<u>57</u>	<u>36</u>	<u>11</u>

## SOURCE:

<sup>1/</sup> Response to questionnaire of Governor's Commission on the Status of Women, Task Force on Education; 13 of 14 institutions responding

## APPENDICES

REPORT CONCERNING WOMEN IN PRISON

It was a source of concern to members of the Governor's Commission on the Status of Women who have been involved with the problem of women in prison to read the article in the Boston Globe, December 21, 1971, concerning the Governor's announcement of prison reform. The program for prison reform seems to depend heavily on the use of county correctional institutions from which women are systematically excluded. Furthermore, the plan provides for the use of the 25 to 30 privately run halfway houses presently operated in the state with a population of 1720 prisoners. The Governor's Commission on the Status of Women has already ( in the report of the Equal Rights Task Force dated October 6, 1971 ) called attention to the fact that only one of these halfway houses, having facilities for seven people, accomodates women. Therefore, although in general terms the statewide system of halfway houses appears to include all prisoners, it will in actual practice exclude women.

Our concern over the exclusion of women prisoners from the proposed prison reforms is heightened by the fact that the Governor's language reinforces the impression that this was a program designed for men. For example, his constant refrence to the prisoner in the masculine gender:

1. "You cannot take a man from an environment where he can make no decisions and put him in one where he must be totally responsible."
2. "A way to test a prisoner to see if he is ready to enter society."

While this may have been merely a grammatical convenience, two other aspects of the program reinforce the impression that the prison reforms have been instituted specifically with the male prisoner in mind: A. The fact that the employment is called the "prison industries" raising visions of jobs oriented to male, blue-collar workers; and B. The notion that wages earned from such employment will help prisoners contribute to the support of their families.

A key aspect of prison reform for women prisoners is to give them realistic training in skills which will enable them to be employed and to advance in such employment once they leave prison. Present opportunities at the Framingham reformatory are totally inedaquate in this regard. Therefore, it is hoped that any



"prison industry," whether conducted without or within the prisons, will provide for full participation of women in such programs.

Besides concern that women prisoners will not benefit from the proposed prison reforms, the Governor's Commission on the Status of Women is also disappointed that apparently no effort has been made to promote reforms in areas of parole and child custody where women prisoners encounter problems not faced by men prisoners. In the area of parole, we have been informed, the parole board has an informal policy of refusing parole to a woman who has no mother, sister or other responsible female with whom she can live during the parole period.\* In the area of child custody, imprisonment of a woman with children often results in some assumption of control over her children by the Division of Child Guardianship. A woman prisoner in this situation is seriously disadvantaged in protesting policies of the Division which break up her home and isolate her children from her. Letters received by members of the Commission demonstrate that the overwhelming concern of women prisoners with children is the speedy reestablishment of a home for their children. It is the predominant motivation for them to rehabilitate as well as the greatest source of despair when they are detained in prison by parole policy or inadequate halfway house facilities. We are very pleased to see that the proposed reforms will institute a program for paying work which will enable prisoners to contribute to the costs of maintaining their families. We hope this will apply not only to men prisoners who have left behind a cohesive unit of wife and children, but also will apply to women prisoners whose children have been removed from their custody by enabling them to recover custody of their children while they work. Accordingly, we urge that community-based rehabilitation with paying jobs permit reuniting these families as quickly as possible, and offer an alternative to reported parole and halfway house inadequacies which exist for women.

We are very anxious that a liberalized work-release program be extended fully to women prisoners and that they not be penalized by lack of halfway houses or restrictions in parole policy from participating in such program. We feel that such a program is especially beneficial to women prisoners, the majority of whom are incarcerated for nonviolent crimes and whose criminal involvements are overwhelmingly connected with their inability to be economically self-sufficient.

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\*This effectively limits parole to women who can arrange such accommodations or who are one of the lucky seven to get into the sole halfway house.

Since women are a real minority in terms of prison population, we are fearful that they may be overlooked or defined out of a reform program simply by virtue of their peculiar status under Massachusetts law. This kind of inadvertent discrimination has existed for many years in Massachusetts with regard to sentencing of women prisoners, and this year the Governor is sponsoring a bill to correct that inequity. Such discrimination has existed because there are separate but different facilities for women prisoners.

As it appears now, it is all too possible that the benefits of the Governor's prison reform program will bypass women prisoners because of differences in facilities which keep them cut off from the visible male majority of the prison community and, therefore, forgotten. It might be noted in this regard, that LEAA ( Law Enforcement and Criminal Justice Committee) with a budget over \$9,424,000 has no money allocated for programs involving women and girls in fiscal year 1971 even though they often do not share in the other programs (such as the \$100,000 educational project) available to male offenders. It is time that female offenders started getting into some of these programs and out of prison

Respectfully submitted,

Margaret H. Douglas-Hamilton  
Chairman of the Equal Rights Task  
Force  
Governor's Commission on the  
Status of Women



## REPORT OF EQUAL RIGHTS TASK FORCE

### Governor's Commission on the Status of Women

The program of the Equal Rights Task Force differs slightly from the other task forces in that it was intended from the beginning to cover any other areas of the law affecting women's rights which were not to be covered specifically by the other task forces. Considering the undefined scope of this Task Force, it has of necessity dealt with areas which Task Force members had already indentified as problem areas or with concerns which have been brought to our attention by letters and personal inquiries from outside the Task Force and the Commission.

The fact that we are exploring existing inequities toward women in several areas of the law means that this Task Force will be presenting recommended legislation in diverse areas to the Governor. We are in agreement as a Task Force that some problems represent injustices which affect the individual woman by denying her the most fundamental rights and privileges of our society. Other issues which we have discussed and are presently studying could be classed as belonging more to the areas of serious concern for fairness and human dignity. In the first category are the problems of women serving longer prison terms than men for the same crime and legislative and de facto exclusion of women from jury duty. In the second category, we are dealing with divorce, extension of credit and the privilege of retaining one's maiden name if desired.

Although we have by no means completed work in any of these areas, by way of information we present the following outline of the problems and possible directions the solutions may take in these areas.

#### PRISONS

We are investigating complaints that there are no facilities in Massachusetts for women sentenced to three-month terms for misdemeanors and that as a result a woman so sentenced is sent to the State Prison at Framingham to serve for an indefinite period of time. We are trying to determine whether it is true that because Framingham handles only sentences of two years or more, upon arrival at the State Prison a woman sentenced to serve three months has a two-year sentence ascribed to her. We are very concerned by reports that children born to female inmates are removed from their mothers. We are further concerned that halfway house parole



- 2 -

facilities for women are virtually non-existent and consist of one house, privately supported, able to accommodate seven or eight women. The shortage of such accommodations means that many women eligible for parole spend their time in prison. Other problems being studied in this area extend to availability to women of psychiatric and other court services before and at the time of sentencing as well as opportunities for educational and job skill development at Framingham Prison. If the results of our study prove that any of these complaints are true, it is our intention to suggest legislation to prevent women from serving terms longer than those to which they are sentenced and we want in addition to provide for equal rehabilitation and parole facilities for them. Equal Rights Task Force member Kay Bourne is the person who has contributed all of the information on this subject and any one interested in this subject should contact her because of her special competence in this area.

#### JURY DUTY

At the present time in Massachusetts "mothers of children under sixteen years of age or women having custody of such children and women members of religious orders" are not permitted under Massachusetts General Law Chapter 234, Section 1, from serving on juries. In this respect Massachusetts, with the possible exception of the State of Washington, has the strictest exclusion of women both in the categories excluded and the age of children. It has been called to our attention that besides the large number of women who by statute are not permitted to serve on juries in Massachusetts, there are many towns which include women in their annual jury lists to a very minor extent if at all. For example, in the Town of Lexington where, by the way, many women in the town for several months have unsuccessfully tried to find out from the Board of Selectmen the method used in drawing up the jury list, the 1971 jury list includes 271 men and 3 women. In 1970 the list was made up of 265 men and 1 woman. In Arlington, Massachusetts, we are informed that in 1970 and 1971 the list had no women. The same was true in Adams, Massachusetts, with a jury list of 125 men. In other towns statistical inequities based on more than random selection seem to exist. In this area we are considering various possibilities: these would be to lower the age of children which would exempt mothers, to remove the restriction on members of religious orders or to remove the exclusion of mothers of children entirely and provide for exclusion by the judge upon their request for "hardship or unusual inconvenience" which is presently available to any one else, under Section 1A of Chapter 234. This is the procedure used in many other states. Twenty-six states do not appear to have any distinction between males and the females. Some states do not exempt the

- 3 -

categories of women as the Massachusetts statute does but impose certain requirements for affirmative action on their part in order to be considered for jury duty. We are concerned not only with the deprivation of the right of women to serve on juries but with the effect that such deprivation has on female defendants. In particular we are considering legislation to abolish the second paragraph of Section 1A which provides that a presiding justice may dismiss a woman juror if it appears to him that "she would be likely to be embarrassed to hear the testimony or by discussing the same in the jury room." In many cases the practical effect of this is for women jurors to be excluded from rape cases leaving the female victims alone with an all-male jury.

### DIVORCE

Although it is certainly not only a "woman's issue," the divorce laws often affect women's rights more than any other special set of laws owing to women's present economic position in the family unit and their role as child rearers. We are presently reviewing the Uniform Marriage and Divorce Act (similar to other uniform laws) which has been recommended by a distinguished panel of lawyers and other professional people. In addition to that, we have met with an ex officio member of our Task Force Marie Kargman of the Massachusetts Advisory Council on Home and Family who has presented a bill which is designed to minimize social shock to family, and children in particular. We are considering so-called no fault divorce laws of other states and we are very interested in the possibility of applying this concept, at the very least, to couples without children.

### CREDIT EXTENSION\*

Like the divorce area this is an area affecting many women, and it does not lend itself to simple solutions because of the existing legal fact that men have the duty of supporting their wives. However, we are most interested in securing equal credit opportunities for women who are self-supporting whether married or not married. We believe that the inability of a married woman who works full time to maintain credit in her own name becomes a serious economic disadvantage to her should she become divorced or widowed. A woman who has been married for fifteen years and is working may have paid all of her own bills and yet at the end of that period have no credit rating in her own name. Since a

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\* We have been informed that the Massachusetts Commission Against Discrimination is of the opinion that Chapter 418 of the Acts of 1971 secure the extension of such credit to women. We look forward with interest to their case or cases on this subject.



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good credit rating is an important economic advantage in modern society, we feel that this advantage should be secured for working women.

#### MAIDEN NAME

At the present time we are seriously considering the recommendation of some legislation which will provide a uniform method by which women who wish to do so may retain their maiden name upon marriage. Members of the Task Force are in agreement that this is a matter of particular concern to younger women. In addition, we are committed to make some amendment to the law requiring a woman to register in her husband's name within six months after marriage before being permitted to vote.

In addition to all this specific legislation, the Task Force is considering proposing a state Equal Rights Amendment similar to those which have been passed by the Pennsylvania and Texas legislatures.

Every item listed above is still very much a matter of study and our Task Force would welcome suggestions and assistance from other members of the Commission on any of these.

Margaret H. Douglas-Hamilton  
Chairman  
Equal Rights Task Force  
October 6, 1971



## THE INDETERMINATE SENTENCE

### As It Applies to Women in Massachusetts

#### I. HISTORY OF THE "INDETERMINATE SENTENCE" LAW.

Prior to 1886, courts dealing with a person accused of crime had five functions: To determine guilt; if found guilty, to determine all further proceedings; to choose the place of confinement; to establish the duration of confinement, subject to the limit fixed by law; and to fix the time when confinement should terminate.

In 1886 a statute was passed which established the "indeterminate sentence" for men sentenced to the Massachusetts Reformatory (now at Concord). The philosophy behind the indeterminate sentence was based on the premise that no judge could know in advance when a person who had committed a crime would be fit for unrestricted liberty. The effect of the statute was to take from the court the functions of fixing the duration of imprisonment and the fixing of the time when restraint by the state should terminate. Accordingly, instead of fixing a maximum for each crime, the statute provided that a prisoner confined to a Reformatory might be held no more than two or five years, according to the technical gravity of his offense. The power to release from imprisonment thus became an administrative power rather than a judicial power, and administrative officials had and still supposedly have largediscretion in determining the appropriate time for release.

In 1874 the Reformatory for Women (now called Massachusetts Correctional Institution, Framingham) was established. At first the Reformatory served as a prison only and every offender sent thereto was committed under a definite sentence. The statute originally establishing the Reformatory now reads as follows:

The Massachusetts Correctional Institution, Framingham, shall be the institution of the Commonwealth where all females convicted of crimes in the courts of the Commonwealth and duly sentenced or removed thereto shall be imprisoned and detained. G.L. Ch. 125, 16.

In 1903 an indeterminate sentence statute similar to that passed in 1886 was enacted for women. By this statute, the legislature took away the power of the courts to prescribe the limit of a sentence to the Reformatory, but it in no way affected a sentence to a house of correction. Accordingly, if a woman was sentenced to a house of correction for fornication, the maximum penalty remained at three months' imprisonment, while if she was sentenced for fornication to the Reformatory, the length of her sentence was indefinite up to two years, her release depending on the progress of her rehabilitation. The situation remains basically the same today under current statutes which will be set out below.

The indeterminate sentence has, in the past, been considered an enlightened manner of dealing with less confirmed, more reformable types of offenders. It supposedly does away with arbitrary sentencing by the court, and the term of incarceration is determined not by the nature of the crime but rather by the nature of the offender. In other words indeterminate sentences are meant to be rehabilitative rather than penal.

## II. CURRENT STATUTES AND CASES THEREUNDER.

### A. Statutes applying to women.

There are three statutes pertaining specifically to the indeterminate sentencing of women to the Reformatory. General Laws, Chapter 279, Section 16 provides that "A female, convicted of a crime punishable by imprisonment in a jail or house of correction, may be sentenced to the Reformatory for Women." Ch. 279, 17 reads "The court or trial justice, imposing a sentence to the Reformatory for Women, shall not prescribe the limit of a sentence unless it is for more than five years." And finally, Ch. 279, 18 provides as follows:

A female sentenced to the reformatory for women for larceny of property of a value exceeding one hundred dollars, or for any felony except adultery and lewd and lascivious cohabitation, may be held therein for not more than five years unless she is sentenced for a longer term, in which case she may be held therein for such longer term; if sentenced to said reformatory for drunkenness she may be held therein for not more than six month;s if sentenced to said reformatory for any other offense, including larceny of property of a value not exceeding one hundred dollars, adultery or lewd and lascivious cohabitation, she may be held therein for not more than two years.



The last portion of Section 18 apparently gives rise to the present problem, to wit, that women sentenced to Framingham for minor offenses which by statute are punishable by terms far less than two years, nevertheless in many cases are confined for the entire two-year period.

A question arises here as to how felonies are handled. Felonies are considered crimes punishable by death or imprisonment in the State Prison (as opposed to a house of correction). Women, of course, are not sentenced to the State Prison. Courts sentencing women for felonies may sentence them to Framingham, or to a jail or house of correction if the sentence does not exceed  $2\frac{1}{2}$  years. Ch. 279, 19. Many crimes carry alternatives. Maximum punishments, e.g. assault with a dangerous weapon - either 10 years in a prison or  $2\frac{1}{2}$  years in jail. If a woman is sentenced to Framingham for such a crime, it would seem that she is subject to the five-year maximum for felonies, even though her sentence could have been limited to  $2\frac{1}{2}$  years had she been sentenced to a house of correction.

The statutes quoted above were challenged in the case of Platt v. Commonwealth, 256 Mass. 539 (1926). There a woman was sentenced to the Reformatory for fornication. By statute, the crime of fornication is punishable by a prison term of not more than three months. However, because she was sentenced to the Reformatory instead of to a house of correction, she was subject to a term of two years. The court, in upholding her sentence to the Reformatory, found that the indeterminate sentence is meant by the Legislature to exist alongside the definite sentence as to many offenses, that is, as an alternative means of dealing with offenders. According to the court, the two sets of statutes are not contradictory but constitute a "consistent frame of law." It is left to the court to decide on the evidence whether a woman will be given a purely punitive sentence for a specified period or an indefinite sentence with a reformatory purpose even though invoking a longer restraints. The court outlined the philosophy of indeterminate sentences as follows:

The underlying design of the indeterminate sentence is to subject the offender to reformatory influences, to rescue for useful citizenship one started on a criminal career and thus enable him to assume right relations with society. It is manifest that the bringing back to upright conduct of one embarked upon evil courses cannot commonly be easily or quickly accomplished. Time is required for the operation of physical, industrial, mental and moral training and education essential to the work of reclamation of human beings.



One writer has suggested that if the indeterminate sentence statute were to be considered in conflict with a statute which limits punishment, the statute establishing the indeterminate sentence would repeal the other!

Prior to the Platt case the validity of the indeterminate sentence laws had been upheld in Murphy v. Com., 172 Mass. 264 (1899).

#### B. Statutes applying to men.

Chapter 279, Sections 31, 32 and 33 provide for indeterminate sentencing of men to the Reformatory and, by implication, to a jail or house of correction. There would not appear to be any inequity in the law itself with respect to indefinite sentences, but as a practical matter it is believed that women are generally sentenced to Framingham for offenses for which a man would be sentenced to a house of correction. Thus a woman may serve two years and a man three months for the commission of the same offense. However, we do understand that indeterminate sentencing is considered a problem at Concord. Furthermore, it appears from Ch. 279, 31 that males may be sentenced to a jail or house of correction for an indefinite term. Although this is not clear from the language of the statute.

The actual effect of a sentence to Framingham, then, is the confinement of the offender for much longer than she would be confined if she were sentenced to a house of correction. Despite the fact that rehabilitation rather than punishment is supposedly the aim of the Reformatory, it cannot be denied that confinement in any sense is punitive. Ironically, the statute which provides for the indeterminate sentence to a State Prison (Ch. 279, 24), where more serious offenders are sent, provides that the courts shall not fix the term of imprisonment, but shall fix a maximum and minimum term for which he may be in prison. However, "the maximum term shall not be longer than the longest term fixed by law for the punishment of the crime of which he has been convicted . . ." It is incredible to think that a serious offender will have his prison term limited by the maximum prescribed by statute whereas a minor offender in the Reformatory may serve up to four times or more the maximum time prescribed by statute.

A Harvard Law Review article, written in 1937, stated that 39 jurisdictions had at that time indeterminate sentence laws. The article noted that "In every jurisdiction the maximum period of incarceration under the indeterminate sentence is the maximum term prescribed by law for the offense." The writer apparently was not overly familiar with the Massachusetts statutes.

### III. THE PRESENT PROBLEM

Our knowledge of how indeterminate sentences are actually handled at Framingham is somewhat limited. We do know that of 18 women serving for misdemeanors which carry, by statute, six-month maximum prison terms, at least three have been confined for periods longer than six months. We have no statistics concerning felons. It is believed that many women sentenced for misdemeanors serve the full two years, or, if released earlier, are forced to remain on parole until the expiration of two years. Kay Bourne states that, except in cases of drunkenness (which is specifically covered by Ch. 279, 18), few women are finally free prior to the end of the two years. Often a woman is kept in Framingham rather than released on parole because there is no halfway house or other suitable accomodation to which she can be sent. (Apparently no woman may be released and sent out on her own. She must have proper supervision, either in a halfway house or by a female in her family.) It does not appear that women are released when they are rehabilitated but reather when it is administratively convenient. Thus in many cases the indeterminate sentence operates as an automatic two-year sentence.

It would seem that many women are sent to Framingham, and thus subject to a two-year or five-year period of incarceration, because there are inadequate facilities for women in the houses of correction or jails, or in the case of some counties, no house of correction at all. Thus many women may serve 2 or 5 year terms at Framingham, rather than 6 months - or 2½ year terms in a house of correction, simply because of lack of proper facilities in the latter.

A committee is apparently working to recodify criminal law in Massachusetts, and it is not known at this point how or if indeterminate sentencing will be affected by the proposed recodificatio. It is anticipated, however, that there will be substantial changes in the criminal code in the near future. This fact may affect the Legislature's desire to act at this time in the criminal law area.\* Nevertheless, based on the statutes as they now exist and the apparent practices of the Reformatory at Framingham, it seems desirable to suggest amendment of the indeterminate sentence law at least to protect women from an automatic two-year period of incarceration for minor offenses. It would also seem desirable to include a provision concerning felonies where the statute provides alternative punishments.

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\*The committee is headed by Livingston Hall at Harvard Law School. Stan Fisher of Boston University Law School is on it also. Substantial changes are proposed in the substantive law area, and I am trying to find out about procedural changes.



By such an amendment, we would not seek to destroy the philosophical basis of the indeterminate sentence, but rather to afford a woman sentenced thereunder the same right she would have if she were sentenced to a house of correction or jail, or if she were a man, to the State Prison - namely, to be released no later than the expiration of the maximum term prescribed by law for the offense. (The same right should be afforded to men at Concord, too, but I suppose this is not our function.)

The proposed amendments are attached herewith, together with an explanation.



An Act To Prohibit Sex Discrimination On Juries

SECTION 1. Chapter 234 of the General Laws, as most recently amended, is hereby further amended by striking out Section 1, Section 1A and Section 4 and inserting in place thereof the following:

Section 1. Qualifications and Exemptions.

A person of either sex qualified to vote for representatives to the General Court, whether a registered voter or not, shall be liable to serve as a juror, except that the following persons shall be exempt:

The governor; lieutenant governor; members of the council; state secretary; members and officers of the senate and house of representatives during a session of the General Court; judges and justices of a court; county commissioners; clerks of courts and assistant clerks and all regularly appointed officers of the courts of the United States and of the Commonwealth; registered of probate and insolvency; registers of deeds; sheriffs and their deputies; and all other officers of the United States; attorneys at law; settled ministers of the gospel; officers of colleges; preceptors and teachers of incorporated academies; registered practicing physicians and surgeons; persons over seventy years of age; persons under twenty-two years of age; superintendents; officers and assistants employed in or about a state hospital, insane hospital, jail, house of correction, state industrial school or state prison; teachers in public schools; enginemen and members of the fire department of Boston, and of other cities and towns in which such exemption has been made by vote of the city council or the inhabitants of the town; Christian Science practitioners and readers, respectively; trained nurses; assistants in hospitals; and attendant nurses.

Section 1A. Further Exemptions Authorized.

If at any time it appears that the public interest will be served by excusing any person from jury service, or if the performance thereof will impose undue hardship or unusual inconvenience upon any person, the judge presiding at the court to which the juror has been called for service may excuse such person from jury duty.

Section 4. Preparation of Lists.

The board of election commissioners in cities having such boards, the board of registrars of voters in other cities and the board of selectmen in towns shall annually before July 1st, prepare

a list of such inhabitants of the city or town, comprising as nearly as possible equal numbers of men and women, qualified as provided in Section one, of good moral character, of sound judgement and free from all legal exceptions, not exempt from jury service under section one or two, as they think qualified to serve as jurors. The board shall place on said list only the names of persons determined to be qualified as aforesaid upon the knowledge of one of its members, or after personal appearance and examination under oath, or after examination in the form of a questionnaire, approved by the state secretary, to be answered under oath. The board may summon persons to appear before it for examinations as to their qualifications for jury service and may compel their attendance before it and the giving of testimony in the same manner and to the same extent as many magistrates authorized to summon and compel the attendance of witnesses. Each summon issued by the board shall be served by mailing an attested copy thereof by certified mail to the last known address of such person, or by an officer qualified to serve criminal process giving such a copy in hand to such person or leaving the same at his last and usual place of abode, such mailing or such service being made at least fourteen days before the day such person is required to appear. Such examinations may be held before a single member of the board and for the aforesaid purpose each member may administer oaths. The board may further investigate by inquiries at such person's place of residence and of business or employment, or by other means, his reputation, character and fitness for such service. The chief of police or the police commissioner or the official having charge of the police shall upon request give the board all possible assistance in making such investigation. Upon the request of the board or any member thereof, any person shall answer all questions and give such information as he may have relating to the character or fitness for jury service of any person concerning whom such request is made, which information shall be confidential. To the name of each juror on said list shall be appended his place of residence, an exact description of his business or occupation, and the name and address of his employer or of his business. In the event that the person listed is married, there shall be appended an exact description of his last business or occupation, and the name and address of his last employer or of his last business.

Number on Lists -- Such lists shall include not less than one juror for every hundred inhabitants nor more than one for every sixty according to the latest census, state or national, but in Nantucket or Dukes county it may include one for every thirty inhabitants. In no event shall a person's name appear on the jury lists of more than three successive years or on more than three jury lists in any six-year period.

Decisions in Case of Dispute -- If any question concerning the



preparation of such lists arises, as to which the board of election commissioners, registrars or selectmen are equally divided, it shall be referred, if arising in Boston, to the chief justice of the municipal court of the city of Boston, or, in case of his absence or disability, to the senior justice thereof, and, if arising in any other city or in any town, to the justice of the district court within whose jurisdiction such city or town lies, or in case of his absence or disability to the senior special justice thereof, and his decision on the question shall be final.

Removal for Failure to Comply-- Failure by a registrar of voters, election commissioner or selectman to comply with the requirements of this section shall be sufficient ground for his removal from office.



The Equal Rights Task Force suggests passage of legislation in the following areas:

1. Jury Duty
2. Prison Reform
3. Retention or Resumption of Maiden Name Upon Marriage

The proposed legislative changes and reasons therefor are discussed in detail below. The issues raised by proposed reforms in the jury duty and prison bills affect the individual woman by denying her the most fundamental rights and privileges of our society. The maiden name bill is submitted in response to hundreds of requests from women for a clear legislative mandate providing for uniform action by courts throughout the Commonwealth in dealing with this matter. Draft copies of proposed legislation in the form discussed below are attached to this report. In addition we are studying the feasibility of a State Equal Rights Amendment and will report on this at a later date.

## JURY DUTY BILL

General Laws c. 234, §1

Legislative proposal

Second paragraph, last two clauses--striking out:

"mothers of children under sixteen years of age or women having custody of such children and women members of religious orders."

### Reason

The clause dealing with mothers and women having custody of children under sixteen years of age prevents women with children from serving on juries during a large part of their adult life. In practice it does more than this since the bodies responsible for preparing jury lists justify their failure to call equal numbers of men and women on the ground that many women will fall within this exempt category. A survey of the 1970 Annual Reports of Massachusetts towns made by Myrna Kaye of Lexington in connection with an article written for The Christian Science Monitor, published August 19, 1971, revealed the following information on jury lists:

Acton-Middlesex:	2 women among 102 men
Adams-Berkshire:	0 women among 125 men
Andover-Essex:	1/3 women
Amesbury-Essex:	23 women among 105 men, listed separately by sex
Amherst-Hampshire:	1/4 women
Arlington-Middlesex:	0 women among 730 men
Ashfield-Franklin:	6 women among 14 men
Athol-Worcester:	23 women among 130 men
Brookline-Norfolk:	no jury list in annual report (in violation of law)
Brewster-Barnstable:	9 women among 18 men
Chester-Hampden:	12 women among 20 men
Concord-Middlesex:	6 women among 169 men
Lexington-Middlesex:	1 woman among 265 men
Milton-Norfolk:	1/2 women
Wellesley-Norfolk:	about 1/4 women
Weymouth-Norfolk:	10 women among 169 men
Winchester-Middlesex:	about 1/3 women
Winthrop-Suffolk:	about 1/4 women

Any person unable to serve because of responsibilities in caring for a child may be excused by the presiding judge under paragraph one of Section 1A of this Chapter, just as persons caring for the aged and the invalid are presently excused.



The proposal to strike the clause exempting women members of religious orders is made in the belief that (under the same Section 1A) the presiding judge may excuse such persons if it appears that to legislate against women members of religious orders but not men members constitutes an unlawful interference by the state in church matters.

General Laws c. 234, § 1A

Legislative proposal

Paragraph two -- striking out:

"No woman shall be required to serve in the trial of any prosecutions under sections twenty-two to twenty-four, inclusive, of chapter two hundred and sixty-five or under sections one to thirty-five, inclusive, of chapter two hundred and seventy-two, if, upon her representation it appears to the presiding justice that she would be likely to be embarrassed by hearing the testimony or by discussing the same in the jury room."

#### Reason

The statutory sections under which exclusion is authorized by this paragraph govern crimes in which women are involved as victims -- usually as victims of men. These include crimes involving rape, seduction, procuring for purposes of prostitution, pimping and criminal abortion. We feel it is prejudicial to the victim as well as to the prospective female juror that the statutory suggestion exists that women jurors might wish to be excused from such trials. Any person -- male or female-- who is psychologically unable to participate as a juror in any trial will not serve the public interest by being placed on the jury and may appeal for dismissal under paragraph one of Section 1A. In this regard we endorse the statement of the court in Abbot v. Mines, Vol. 411, Fed. 2d Pg. 353; "It is common knowledge that society no longer coddles women from the very real and sometimes brutal facts of life. Women, moreover, do not seek such oblivion. They not only have the right to vote but also the right to serve on juries." Paragraph two by implication suggests that women might not wish to serve at such trials. As discussed above, we believe this is an objection properly raised by the individual not by the legislature.



General laws c. 234, §4

Legislative proposal

First paragraph, first sentence--striking out first sentence and rewriting it to include the clause "comprising as nearly as possible equal numbers of men and women," as follows:

"The board of election commissioners in cities having such boards, the board of registrars of voters in other cities and the board of selectmen in towns shall annually before July first prepare a list of such inhabitants of the city or town, comprising as nearly as possible equal numbers of men and women, qualified as provided in section one, of good moral character, of sound judgment and free from all legal exceptions, not exempt from jury service under section one or two, as they think qualified to serve as jurors."

Reason

The present standard used by officials charged with selecting jurors is too vague to assure revisions in the old, discriminatory procedures for compiling jury lists. With the exception of certain obvious guidelines, this standard is "such inhabitants as they think qualified to serve as jurors." The purpose behind this amendment of the statute is to insure that large numbers of able and willing women are no longer excluded from jury service either by statute or in practice. It should be noted that the guideline of equality refers to compilation of the lists not composition of the jury.

Legislative proposal

First paragraph, last sentence--striking out:

"In the event that the person listed is a married woman, there shall be appended in addition an exact description of the business or occupation of her husband, and the name and address of his employer or of his business."

--and substituting therefore:

"In the event that the person listed is married, there shall be appended in addition an exact description of the business or occupation of such person's spouse, and the name and address of such person's employer or business."

Reason

The statutory rationale for inquiring as to the business or occupation of one spouse must certainly be the same for one spouse as it is for the other.

Legislative proposal

Fourth paragraph--striking out and rewriting to include the word "selectman" as follows:

"Failure by a registrar of voters, election commissioner or selectman to comply with the requirements of this section shall be sufficient ground for his removal from office."

Reason

At present there are no penalties under the statute for a selectman who fails to compile or improperly compiles a jury list.

Proposed Act to Limit Term of Sentences to  
Reformatory for Women

WHEREAS, the deferred operation of this act would tend to defeat its purpose, which is to make its provisions apply without delay to women incarcerated in or subject to incarceration in the Massachusetts Correctional Institution, Framingham, therefore it is hereby declared to be an emergency law, necessary for the immediate preservation of the public convenience.

BE IT ENACTED, ETC., AS FOLLOWS:

Section 1. Section 17 of Chapter 279 of the General Laws is hereby amended by striking the words "five years" at the end of the section and inserting in place thereof the words "two and one half years."

Section 2. Said Section 17 of Chapter 279 is hereby further amended by adding the following sentence at the end of the section: "The maximum term of any sentence prescribed hereunder shall not exceed the maximum term fixed by law for the punishment of the crime of which the female has been convicted."

Section 3. Section 18 of Chapter 279 of the General Laws, as amended, is hereby further amended by striking out, in the fifth line, the words "five years" and inserting in place thereof the words "two and one half years."

Section 4. Said section of Chapter 279 is hereby further amended by striking out, in line 8 the words "any other offence, including."

Section 5. Said section 18 of Chapter 279 is hereby further amended by adding the following provision at the end of the section: "; if sentenced to said reformatory for any other offence, she may be held therein for not more than the maximum term fixed by law for the punishment of the offence of which she has been convicted."

Section 6. This act shall take effect upon its passage.



Explanation of Proposed Amendments

Sections 1, 2 and 3 - The change from 5 years to 2½ years affects only women convicted of felonies. There are many statutes providing alternative maximum sentencing for felonies either to the State Prison for more than 2½ years or to a house of correction for 2½ years (sometimes less). Furthermore, 2½ years is the minimum term for a male serving in the State Prison. If a woman is sentenced to Framingham under one of these statutes, her sentence carries an automatic 5-year term of maximum confinement. Since, more often than not, it seems that women are sentenced to Framingham for reasons not having to do with the nature or gravity of her offence but rather for administrative reasons, this result seems unconscionable. The change in section 17 places the burden on the court of indicating, by means of a definite sentence, whether the offense merits incarceration for a period longer than that which she would have in a house of correction had she been sentenced there. Similarly, section 18, as amended, would limit the term for a felony to 2½ years unless otherwise indicated by the court.

The indeterminate sentence statutes contain no provision limiting a maximum definite term for a felony to the maximum prescribed by statute. The sentencing of male felons to State Prison is subject to this limitation, and the treatment of females in any other manner would seem highly discriminatory. For this reason, the second sentence has been added to section 17.

Sections 4 and 5 - These changes are designed to ensure that misdemeanants do not serve longer than the maximum term prescribed by law. In the case of larceny under \$100, adultery and lewd and lascivious cohabitation, all felonies, the maximum term by statute is longer than two years. Therefore, it was thought it best to leave the provision respecting these offenses the same.

N.B. Since drunkenness is no longer a crime in Massachusetts, the provision in ch. 279, 18 which reads "if sentenced to said reformatory for drunkenness she may be held therein for not more than six months" will no longer be applicable. To make 18 conform to the new law, perhaps we should delete this provision.

MARRIED WOMEN AUTHORIZED  
TO USE MAIDEN NAME

Legislative proposal

To amend Massachusetts General Laws Chapter 207, Section 45 and Chapter 262, Section 34 in order to provide for an administrative method of filing notice of intention to use maiden name after marriage. The sections are set forth in detail in the attached draft bill.

Reason

There is in Massachusetts no case or statute directly stating that a woman loses her maiden name upon marriage. However, because of cases requiring a woman to petition to resume her maiden name at the time of divorce, it is generally held by the courts that a woman loses her maiden name upon marriage. Many women, especially younger woman, want to retain their maiden names after marriage. At present, for voting purposes and in dealing with state and municipal agencies, a woman is required to use her husband's name unless she has a decree from the probate court granting her a change of name. Granting of such changes has been handled very unevenly from court to court and judge to judge. Furthermore, it is expensive when done by a lawyer and some probate clerks insist that the petition be filed by a lawyer. Women resent having to petition and pay for the right to use the name they were born with. This bill would provide the state with the certainty it needs to identify its citizens and at the same time recognize the right of a woman to use her maiden name if desired.

AN ACT Authorizing A Married Woman To Use Her Maiden Name After  
Filing A Notice Of Intent To Do So.

SECTION 1. Chapter 207 of the General Laws is hereby amended by inserting after section 45 the following section:--

Section 45A. A woman who wishes to continue to use her maiden name after her marriage may do so after filing with the officer authorized by law to receive the certificate of marriage a notice of her intent to use her maiden name, and when such notice of intent has been filed, she may use such name for all purposes, including that of registering to vote.

SECTION 2. Section 34 of chapter 262 of the General Laws is hereby amended by inserting after clause (46) the following clause:--

(46A) For recording a notice of intent of a married woman to use her maiden name, one dollar.



PROPOSAL FOR A LEGISLATIVE AMENDMENT OF THE CONSTITUTION PROVIDING  
THAT EQUALITY UNDER THE LAW SHALL NOT BE DENIED OR ABRIDGED  
BECAUSE OF SEX, RACE, COLOR, CREED OR NATIONAL ORIGIN.

Article of Amendment

Article I of Part the First is hereby amended by adding a second, new, paragraph the entire article as amended to read as follows:

All men are born free and equal, and have certain natural, essential, and unalienable rights; among which may be reckoned the right of enjoying and defending their lives and liberties, that of acquiring, possessing and protecting property; in fine, that of seeking and obtaining their safety and happiness.

Equality under the law shall not be denied or abridged because of sex, race, color, creed or national origin. This paragraph is self-operative.







